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REGIONAL PLAN

SAN FRANCISCO BAY AREA



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The updated Regional Plan for the San Francisco Bay Area is being issued as a working document, in keeping with economies being practiced by all local governments. The Regional Plan-1978 brings together all ABAG policy actions since 1970 and describes why and how we do regional planning and how regional policies are applied in different parts of the Bay Area. It is a guide to regional policy for local decision makers, planners, and the region's citizens.


The Plan's principal purpose is to give local governments up-to-date information about ABAG's probable position on development proposals in carrying out the agency's plan and project review functions during the coming year. To that end, the Regional Plan is designed to be used in a loose-leaf binder for easy replacement of those sections in which policy positions are changed during each annual amendment cycle. Amendments enacted in FY 1978-79 will be distributed in July, 1979.

Two copies of the Regional Plan-1978 are being distributed to each of ABAG's member governments, one to the Mayor or the Chairman of the Board of Supervisors, and one to the Planning Director.

Regional public agencies and public and special interest groups will receive copies, and the Regional Plan will also be available at all local public libraries.

Additional copies may be purchased for a nominal charge to cover handling and mailing. Please contact ABAG's Public Affairs Department for further information (415-841-9730).

7/28/78



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REGIONAL PLAN

SAN FRANCISCO BAY AREA



The preparation of this document was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended; through a grant from the U. S. Department of Transportation, Urban Mass Transit Administration, under the Urban Mass Transportation Act of 1954, as amended; and through grants from the Federal Highway Administration and the California State Department of Transportation.

Past policy actions recorded in the Regional Plan--1978 were financed in part by planning grants from the following Federal agencies:

- Department of Agriculture (Forest Service)
- Department of Commerce
- Department of Defense
- Department of Health, Education and Welfare
- Department of Housing and Urban Development
- Department of Interior (USGS)
- Department of Transportation
- Environmental Protection Agency
- National Science Foundation

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INTRODUCTION TO THE REGIONAL PLAN

This is the Regional Plan for the San Francisco Bay Area. It has been put together by elected representatives of local governments to guide the economic, social and environmental future of the region.

When first published in 1966, the Regional Plan was the major comprehensive statement on future development in the Bay Area. It was formally updated in 1970, and since that time numerous amendments have been added, expanding the scope of regional issues. This new update has been accomplished to reference that earlier material into one document.

Although the Plan reflects the same policy direction that was first stated over ten years ago, several new ideas are incorporated into this document. Here are some of them:

1. The Plan should help resolve conflicts among competing objectives. In order to facilitate these difficult choices, this document has put policy materials in a format where different planning objectives (for example, housing and environmental quality) can be clearly compared and contrasted.
2. The Plan should present alternatives. There is no one single way to implement a policy. The Plan will increasingly present a variety of actions to be chosen under appropriate conditions.
3. The Plan should acknowledge the element of time. It needs to distinguish between long-term objectives and short-term actions. The short-term actions, called strategies, are listed in a separate section of the document.
4. Regional policies need local interpretation. Local governments need to know how regional policies affect their areas. This document contains an entirely new section on subregional planning statements.

One of the purposes of the updated Regional Plan is to help steer different planning programs towards consistency with one another. Although this was always a necessary feature, it is increasingly important because ABAG is working in partnership with State and Federal agencies in implementing different and often competing planning programs. This year, ABAG has put enormous effort into developing an Environmental Management Plan, a comprehensive program for air and water quality and solid waste management. As significant as that problem is, it must be integrated into the Regional Plan so that its relationship with other planning objectives can be clearly seen. The format chosen for this year's

update--where objectives are distinguished from one another--is an attempt to bring about such an integration.

Times change, conditions change, and of course the region's priorities change. This Plan must also be able to change. The plan amendment procedures included in this document show how review and update of this plan is to be an annual activity. By encouraging this fresh assessment each year of regional policies and programs, this document should remain a relevant and up-to-date tool for making major decisions on the future of the San Francisco Bay Area.

II.

THE REGION

Until well into this century, the San Francisco Bay Area and the rest of California was a promising frontier. People came to the Bay Area because it represented unparalleled opportunity. They came too because of its natural beauty.

For many people--though certainly not all--the Bay Area remains a great place to live.

Over the years cities and counties have made a major contribution to life in the Bay Area. Visitors from other parts of the country are impressed by the level and variety of Bay Area local government services to their residents. Local elected officials today spend much time and energy making decisions about local development proposals, public safety, and education programs. They are seeking new ways to stretch local tax dollars to pay for public services. And they're finding it a hard job to do.

One reason is that population changes, rapid development, and other social and economic forces have resulted in needs far exceeding resources. Moreover, there are widespread differences among Bay Area communities. And the gaps are widening.

No local government by itself can deal with gaps among communities. These are regional matters linked in large part to the region's economy and population. In the past few years Federal and State policies have reemphasized that local governments should be more involved in making areawide decisions. But many people believe that not enough progress has been made in deciding about certain regional issues--particularly urban growth and environmental management. In the immediate years ahead, Bay Area local governments will need to respond to a major challenge--how to strengthen their ability to make and carry out regional decisions.

THE REGION'S PEOPLE

4.9 million people live in the Bay Area

- in nine counties with populations ranging from less than 100,000 to nearly 1,200,000
- in 93 cities varying in size from a few hundred to more than 600,000
- in counties that contain as many as 19 cities, and as few as one

The Bay Area has a larger population than each of 36 states!

The land area (7,000 square miles) is about the size of the State of Massachusetts.

San Francisco City and County has the smallest area--49 square miles. Sonoma County is the largest, with 1,587 square miles.

Many suburban communities are growing rapidly as more and more families move in

- Families need housing--and schools, streets, water and sewer lines, police and fire protection and garbage collection.
- School age children were 27% of the region's population in 1970, but in the newer suburbs of Contra Costa, Solano and Santa Clara Counties more than 30% were of school age. Children 5-19 years old made up less than 20% in older urban centers such as San Francisco and Berkeley that are completely built up and declining in population. Some older cities and suburbs are, in fact, closing schools.
- Most persons aged 55 to 64 live in 1- and 2-person households and in larger cities.

The highest percentages of people 65 and older are found in the more dense, older cities--San Francisco, Oakland, Berkeley--or in the scattered small communities of the north bay.

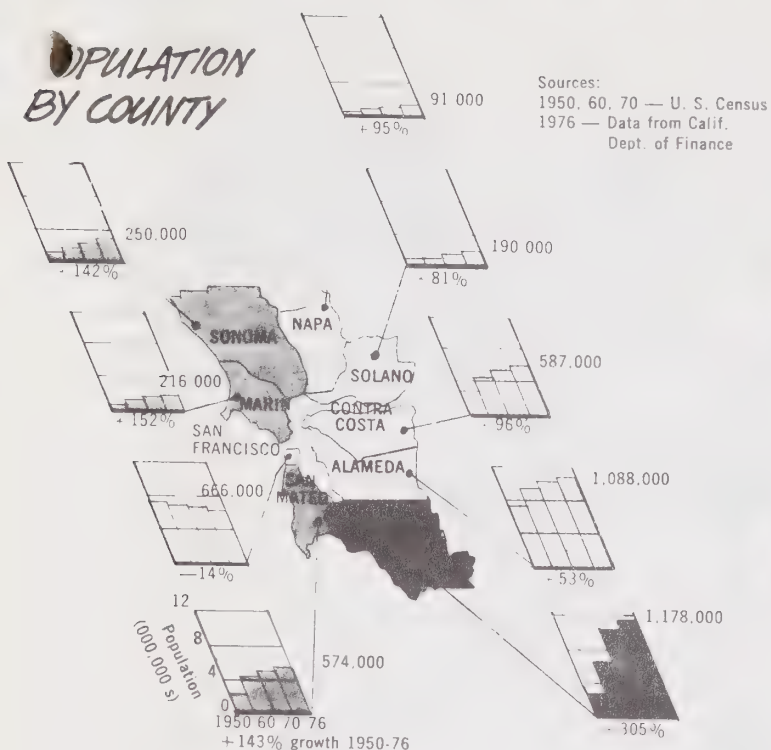
Retired people, many living on fixed incomes, have special needs: for health care facilities, income and housing assistance, public transportation and recreation programs.

Ethnic minorities are concentrated in few communities

- The highest percentages of racial and ethnic minorities live in the larger, older cities--in parts of San Francisco, San Jose, Oakland, Berkeley, Richmond and Vallejo--and in East Palo Alto.
- Hispanic (or Spanish-surnamed) people are the largest minority in all Bay Area counties except Alameda. The highest Hispanic percentage--17.5%--is in Santa Clara County.
- Blacks are 15% of the population in Alameda County and 13% in San Francisco. In the north bay counties and Santa Clara County, Blacks are less than 2%.
- 13% of San Francisco's population is Asian American. In the other 8 counties the percentages range from .8% to 3.8%.
- The Bay Area's minority profile is: Hispanic--13%; Black--8%; Asian American--4.4%; American Indian--.4%; All other--.9%; Total--26%.

THE REGIONS PEOPLE

POPULATION BY COUNTY

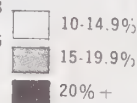


KEY

YOUNG AND OLD IN THE REGION

% 0-19 YEARS % OVER 64 YEARS

34.7	Alameda	17.8
39.3	Contra Costa	15.1
34.8	Marin	15.6
34.2	Napa	23.8
25.4	San Francisco	25.7
35.1	San Mateo	17.0
39.9	Santa Clara	12.4
39.1	Solano	13.8
36.3	Sonoma	22.6



Source:
1970 U.S. Census.

SONOMA

NAPA SOLANO

CONTRA COSTA

MARIN

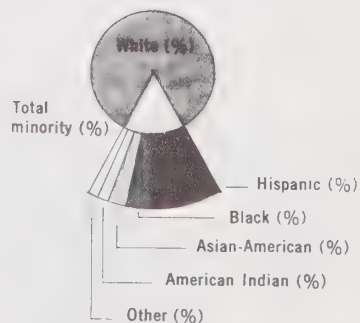
SAN FRANCISCO

SAN MATEO

SANTA CLARA

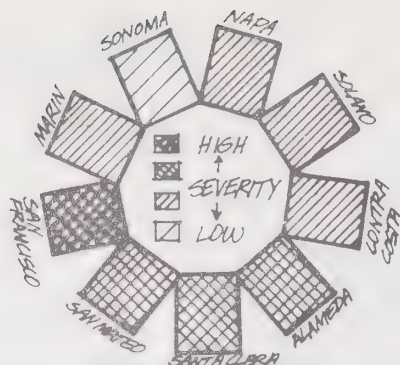
ALAMEDA

ETHNIC MINORITIES ARE CONCENTRATED IN FEW COMMUNITIES

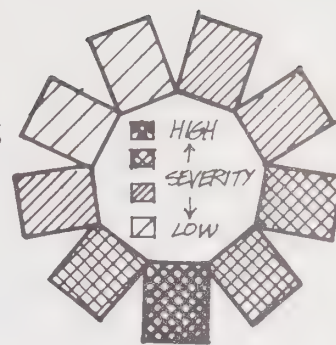


THE SIZE OF EACH CIRCLE IS PROPORTIONAL TO REGIONWIDE MINORITY CONCENTRATIONS.

SURFACE RUNOFF PROBLEMS

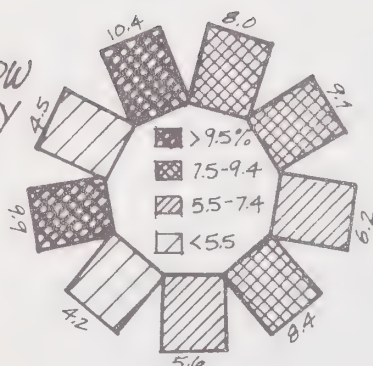


AIR QUALITY PROBLEMS

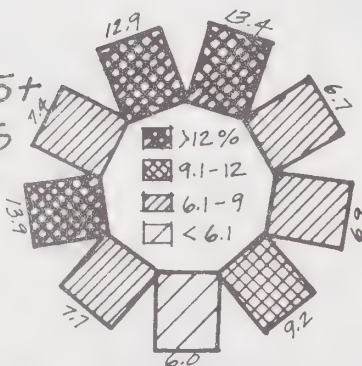


ENVIRONMENTAL PROBLEMS BY COUNTY

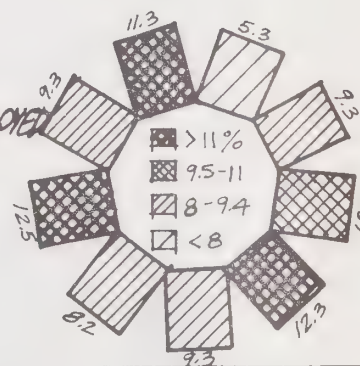
% BELOW POVERTY LEVEL 1970



% 65+ YEARS 1970

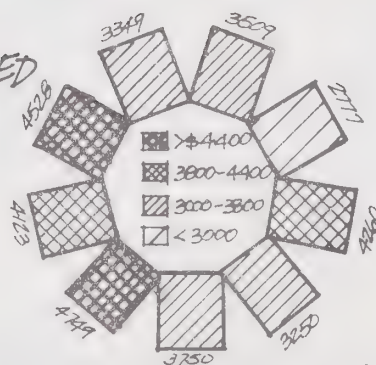


% UNEMPLOYED 1976



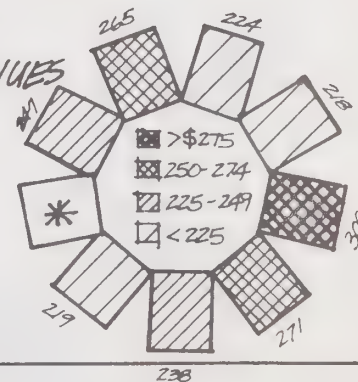
SOCIAL NEEDS

COUNTY ASSESSED VALUATION PER CAPITA 1975-76



COUNTY REVENUES PER CAPITA 1974-75

* San Francisco not included (city and county tax levies cannot be separated)



FISCAL RESOURCES

ENVIRONMENTAL PROBLEMS

The severity of air pollution problems is measured by the number of days in a year that Federal or State standards are violated. There are Federal standards for oxidant, particulates, carbon monoxide, hydrocarbons, sulfur dioxide and nitrogen dioxide. The State has additional standards for lead, sulfate, hydrogen sulfide, ethylene and visibility reducing particulates.

The map shows the 1975 distribution of oxidant, the most significant air pollutant in the Bay Area.

Sources responsible for air quality problems may not be located in the same areas in which the problems are observed, since winds transport pollutants from one part of the region to another. According to 1975 data, oxidant is the principal problem. It is a severe problem in the south bay, less severe in the north.

In the last 10 years much progress has been made in controlling water pollution. A \$2 billion program to construct municipal wastewater facilities is now being carried out. Similar efforts are being made to clean up industrial wastewaters.

A major remaining problem is storm runoff. From 30 to 60% of some pollutants of the bay come from this runoff. The sources of storm runoff are diffuse, and the volume of water that carries the pollutants can be immense.

A potential problem relates to flow from the Sacramento-San Joaquin Delta into the bay. Not much is known about the effects of delta outflow on the bay's ecology. There are reasons to believe, however, that changes in the characteristics of outflow, its quality or its quantity, could have significant effects on the bay system.

In 1975 the nine Bay Area counties produced 10 million tons of municipal, industrial, and agricultural wastes that needed disposal--about two tons per person. Ground and surface water quality has been impaired in areas next to landfill sites. Most of the existing landfills will be completely filled in less than 10 years. New waste management methods are needed in the immediate future to meet the State policy for reduction of wastes going to landfills.

SOCIAL NEEDS

Persons 65 and older, families with incomes below the poverty level, and those who are out of work all have special needs--for income and housing assistance, health facilities and welfare services. Local governments have been given major responsibility for taking care of these needs in spite of the fact that in complex metropolitan areas this burden often falls disproportionately among local jurisdictions.

San Francisco and Sonoma Counties have the highest percentages of the elderly, the poor, the jobless. Marin and Santa Clara Counties have consistently the lowest. Napa County has the greatest variation--with high percentages of older people and low income families and the lowest unemployment rate in the region.

FISCAL RESOURCES

Revenues and assessed valuation per capita vary widely among counties and among cities within counties. For counties, local taxes (property, sales, franchise) and income from other governmental agencies make up about 80% of total revenues, with Federal and State grants accounting for the greater share. The City and County of San Francisco is the only exception. There, local taxes are 48% of the total and grants only 27%. The percentage of San Francisco's revenues from these two sources is the smallest of all the counties. Unlike counties, the major portion of city revenues (with few exceptions) comes from local taxes.

Total revenues per capita in the eight counties other than San Francisco vary from \$218 in Solano County to \$300 in Contra Costa. San Francisco's figure of \$753 per capita cannot be compared with the others because property tax revenues include both city and county tax levies.

In each of the eight counties some cities have per capita revenues that are far higher than those of the county and neighboring cities. In all cases these are cities with major industrial, commercial or high cost residential development.

Assessed valuation per capita in the counties ranges from \$2,777 in Solano County to \$4,749 in San Mateo. San Francisco's rate is \$4,123.

The local development policy survey shows that some areas do not have very much land that is--or can be--committed to new development. For example, Napa County, because much of its land is in agricultural preserve, can anticipate very little new development that might be a source of additional revenue.

GROWTH PRESSURES

Population trends indicate that by the year 2000--23 years from now--the Bay Area will have many more older people, fewer children, smaller families, and more 1 and 2-person households. Since 1970 the largest increases in population, housing and jobs have been in Santa Clara and Sonoma Counties. San Francisco has been losing population, notably middle-income families, since 1950.

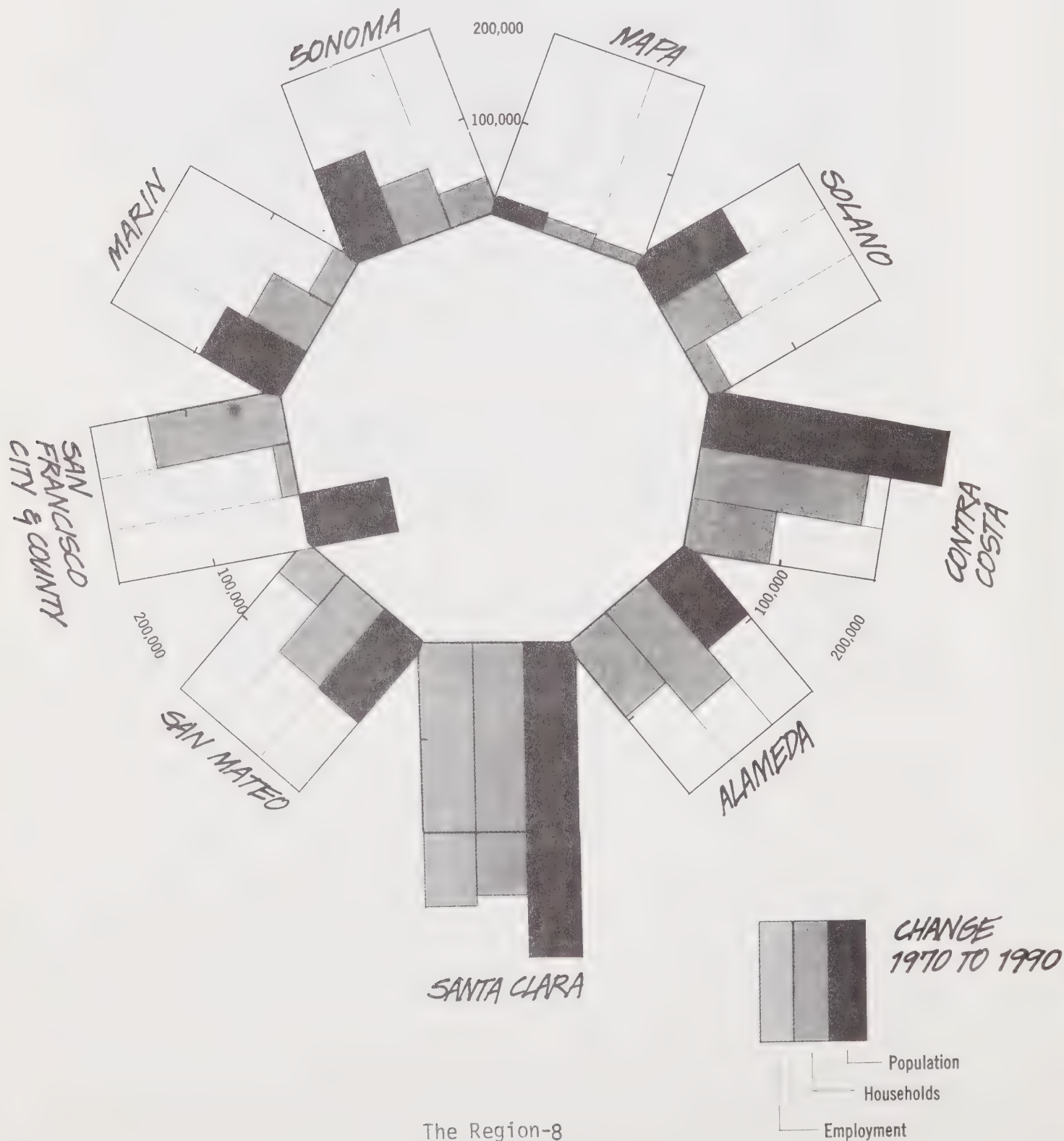
These changes in the composition and distribution of population affect local decisions. Local governments have little influence over changes in age groups and family size. They can, however, make decisions about new development so that areas that are growing rapidly can provide the jobs, public services and types of housing that match the age and household characteristics of people moving in. Local governments can also make decisions to alter existing development so that it meets the needs of a resident population whose composition is changing.

Local decision makers must also take into account the amount and location of developable land. Preliminary figures from the recent survey of local development policies show that about 260 square miles of land in the Bay Area have been identified by local agencies as potentially developable within the next decade. This compares with about 1,300 square miles now urbanized.

These developable lands are areas where local governments are committed to provide services for development and for which there are no environmental constraints because of local or regional policies concerning critical areas, critical resources or environmental hazards. About 27% of this land is in Contra Costa County; 23% in Sonoma; 14% in Santa Clara, and 12% in Sonoma.

Governmental policies and market forces reinforce present trends indicating that much of the population increase and new development in the next decade will be in the south bay and Contra Costa County. The survey also shows that some areas have very little land available for new development--Napa County and San Francisco, in particular.

PROJECTED CHANGES IN POPULATION, HOUSEHOLDS AND EMPLOYMENT BY COUNTY 1970 TO 1990



III.

GOALS OF THE REGIONAL PLAN

Regional goals give overall, long-range guidance to planning for the Bay Area. The following statements combine and reaffirm the goals approved as part of the Regional Plan 1970:1990, and a three-year goals statement approved in 1974.

1. REGIONAL AND SUBREGIONAL GROWTH CONSISTENT WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
2. A PERMANENT REGIONAL OPEN SPACE SYSTEM THAT MAKES POSSIBLE THE RANGE OF ACTIVITIES ESSENTIAL TO THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.
3. AN ENHANCED SENSE OF REGIONAL IDENTITY, RESPONSIBILITY AND COOPERATION AMONG CITIZENS, ORGANIZATIONS AND GOVERNMENTS IN THE BAY AREA.
4. PROTECTION AND ENHANCEMENT OF SAN FRANCISCO BAY AND THE MAJOR PHYSICAL FEATURES AND ENVIRONMENTAL QUALITIES OF THE REGION.
5. RETURN OF THE ENTIRE BAY TO A STATE OF ECOLOGICAL WELL-BEING.
6. MAXIMUM EMPLOYMENT OPPORTUNITIES IN THE REGION.
7. OPPORTUNITY FOR ALL PERSONS IN THE BAY AREA TO OBTAIN ADEQUATE SHELTER, CONVENIENT TO OTHER ACTIVITIES AND FACILITIES, IN NEIGHBORHOODS THAT ARE SATISFYING TO THEM.
8. PROTECTION FROM NATURAL AND MAN-MADE HAZARDS AND DISASTERS.
9. COMPREHENSIVE HEALTH SERVICES EQUALLY AVAILABLE, ACCEPTABLE AND ACCESSIBLE TO ALL BAY AREA RESIDENTS.
10. ACTIVE AND LEISURE TIME OPPORTUNITIES FOR ALL BAY AREA RESIDENTS.
11. A PHYSICAL ENVIRONMENT PLEASING TO THE SENSES.
12. A TRANSPORTATION SYSTEM THAT IS INTEGRATED WITH THE CITY-CENTERED CONCEPT OF REGIONAL DEVELOPMENT.

IV.

AN INTRODUCTION TO REGIONAL POLICY

The regional plan is a collection of policy for all subjects of regional concern. In the past, new policy was developed in separate planning programs. This document brings it together in a common format, catalogues it, and provides guidance in applying it to different parts of the Bay Area.

The policies contained in this document do not represent an exhaustive collection of all regional policy. However, they do comprise a synthesis or digest of regional policy, and can be regarded as a working summary of policy for day-to-day use.

Regional policies have been organized under seven objectives:

- Housing
- Economic Development
- Environmental Quality
- Safety
- Recreation
- Transportation
- Health

Each policy section contains an introductory statement of Findings, Regional Problems and Opportunities, and a list of references from which the objectives, policies, and implementing actions were drawn. These references can be consulted when additional detail is desired.

Because this summary of existing policy has been put into a format that did not previously exist, some of the language of earlier policies has been reworded. This was not done to change the meaning of the policies. In the event that there appears to be conflict between earlier expression and this update, such possible conflicts will be explored on a case-by-case basis. This update is not intended as a modification or amendment of earlier policy, but simply as a reference for that policy.

HOUSING

Findings

Regional Problems and Opportunities

The following were found to be the key housing issues in the San Francisco Bay Area:

- I - the large and growing number of the region's households that cannot afford adequate shelter;
- II - the inequities and discrimination in the housing market;
- III - the impact of growth control efforts on the existing housing stock and on new development patterns; and
- IV - the inadequacy of available resources to meet the region's housing needs.

Issue I

Housing Need and Household Income

ABAG's Estimates of Housing Needs, 1970* identified three criteria as the basis for assessing the adequacy of the region's housing supply to meet the needs of the population. First, to what extent are people living in physically substandard housing? Second, to what extent are they living in overcrowded housing? Third, to what extent are they paying more than they can afford for housing?

That study estimated that more than one-fourth of the region's households were poorly housed: 457,000 dwellings were inadequate or unsuitable to the needs of their occupants. Most of these were rental units and almost half of the region's renters were paying more than 25% of their income for rent.

These conditions, leading to housing need, are not uniform in every part of the San Francisco Bay Area. The older, more centrally located and densely developed localities* tend to have many more renters, more overcrowded and overpaying households, more physically substandard housing. In short, a larger proportion of their residents have inadequate housing than in the newer, outlying areas of the region.

Some parts of the region show consistently high rates of inadequate housing for both renters and owners while in other areas homeowners are substantially better housed than the region-wide average, but renters are not. This is but one illustration of the need for solutions to the region's housing problems

*Technical and summary reports were published in October 1973.

that are sensitive to and can be adjusted to the special set of conditions that exist in individual communities. Each local government must set its own objectives and priorities, and design the right tools for the job that needs to be done.

There is a gap between renters and homeowners in their housing options. In many communities, more than half of those renting housing had annual incomes below the regional median of \$10,000, but only in very few areas was the median income for homeowners that low. For the region as a whole, the median income for homeowners was almost twice that for households who rent: \$12,900 compared with \$7,150.

Issue II

Discrimination in the Housing Market

Minority Group Impaction

Many, but not all, of the region's lower-income renters in inadequate housing are persons of racial or ethnic minority groups. The region's two principal minority groups--Blacks and "Spanish-Americans"--are found to be concentrated in very different patterns throughout the region's localities. For example, the percentage of Blacks in any locality's population is rarely higher than that of the total region, which is about 8%. However, in those few communities where it is higher, it is likely to be substantially higher than for the region as a whole. Spanish-Americans, by contrast, tend to be much more widely dispersed throughout the region and much less concentrated.

Other minority groups include Orientals (Japanese, Chinese, Koreans), American Indians and Pacific Islanders, such as Hawaiians, Filipinos and Samoans. Members of these groups tend to live in somewhat smaller concentrations than do Blacks, yet are not as widely dispersed as are Spanish-Americans.

It is important to point out that, despite the different patterns of residential concentration and dispersion of the region's minority groups, localities with substantial housing problems are generally also those that house large proportions of racial and ethnic minorities. Those who must cope with discrimination in the many sectors of their lives are further burdened by housing that may be physically substandard, cost more than they can afford, or be too small for their needs.

Issue III

Growth Control Effects

Many communities are now seeking to establish much stronger planning approaches and legal mechanisms to guide, limit and even stop the growth of their urban areas. From the point of view of each individual community, such efforts may appear not only justifiable but laudable. From a regional perspective, however, the aggregate of many separate local effects to limit or stop growth can

have negative consequences particularly in the absence of strong actions to conserve and produce the housing needed by low- and moderate-income families. The potential exclusionary impact on low-income persons, both minority and White, is obvious. Most of the localities that are devising growth controls now include relatively few minority group members or low-income households among their residents. By slowing down or stopping new growth without additional governmental actions for housing, opportunities for mobility could be sharply curtailed and those who now are most limited in seeking adequate housing would likely be the first to be excluded.

Growth controls which limit growth of supply combined with a continued and growing demand for housing place additional pressures on the existing housing stock both for owners and renters. The Bay Area now contains a large supply of good new and older housing which will be at a premium as the rate of increase slows down. This may prompt many residential property owners to make substantial investments in housing conservation, but the normal aging and wearing process would be aggravated by over-utilization. As vacancy rates drop, and people lose the opportunity to move to housing that better suits their needs, overcrowding will increase in some existing areas. Any housing, and certainly that which is over-utilized, requires constant maintenance and occasional repairs in order to continue to serve as adequate shelter. Standard housing may deteriorate rapidly unless strong and aggressive programs are instituted to provide the necessary incentives for preserving the existing stock.

Issue IV

Inadequate Public Resources and Commitment

Recent estimates by local governments indicate there are 378,500 households in the Bay Area needing some form of public assistance to obtain adequate housing and still keep their housing costs within a reasonable portion of their income.* Only 62,500 households are currently receiving assistance through a variety of government subsidy programs.** If the current trends continue (and this assumes no increase in the relative severity of housing cost problems) the total number of households expected to require assistance may reach 535,000 by 1985. To accommodate that need, the Bay Area would have to get enough new resources to assist an average of 59,000 additional households each year between now and 1985.

Clearly, it is highly improbable that a target of 59,000 additional subsidies each year could be achieved without a substantial reordering of national priorities. Nor is it necessarily desirable that more than one fourth of the region's households be dependent on public subsidies in order to obtain adequate shelter. These figures reflect the magnitude of present and potential housing assistance needs in the Bay Area. Other remedies--such as improved employment opportunities and lowered housing price increases--will have to play a substantial role when combined with public subsidies in order to fill housing assistance needs.

*1977-78 Housing Assistance Plans, San Francisco Bay Area Cities and Counties (figures corrected February 1978).

**"Regional Housing Subsidy Distribution System," Summary Report, Association of Bay Area Governments, January 1978.

HOUSING

Housing Objectives, Policies, and Implementing Actions are presented on the following pages. Additional detail to supplement this policy material is contained in the documents listed below.

- Regional Housing Plan, San Francisco Bay Area, January 1978
- Estimate of Housing Need - San Francisco Bay Area, 1970, October 1973
- Conserve: Toward Strategies for Conserving the Region's Housing Stock, September 1974. (Includes Neighborhood Profiles Study)
- Phase I of the Regional Housing Element, San Francisco Bay Area, August 1975
- Second Estimates of Bay Area Housing Need, 1970, September 1975
- Regional Planning: Threat or Opportunity to Minority Communities? November 1976
- Provisional Series 3 Projections: Population, Housing, Employment and Land Uses, San Francisco Bay Region, March 1977 (and subsequent revisions).
- "Households Characteristics/Needs of Total Households and Special Groups, San Francisco Bay Area (1970)" Draft Report, May 19, 1977.
- "Goals Quantification Memos," Memoranda, January 1978, Leonard Tom to files.
- San Francisco Bay Area Housing Profile, 1970-1975, November 1977.
- "Regional Housing Subsidy Distribution System," Summary Report, January 1978, and the following earlier memoranda:
 - April 27, 1976; June 29, 1976; September 16, 1976*;
 - October 4, 1976; January 17, 1977; January 20, 1977.
- Directory of Subsidized Housing in the San Francisco Bay Area, September 1977.
- An Updated View of Regional Housing Problems and Alternatives for Action, Theresa Hughes & Associates with Urban Alternatives Unltd., December 1977.

*The September 16, 1976, memorandum contains the regional housing subsidy distribution system as approved by Executive Board and as accepted by the Federal Department of Housing and Urban Development. The policies and criteria contained in the approved system are included in the Regional Housing Plan.

HOUSING

OBJECTIVE 1

To increase the housing supply in accord with the region's needs.

POLICIES

1.1 Job/Housing Balance

New residential development should be located in or near areas that offer employment opportunities and should be discouraged elsewhere.

1.2 In-fill

New residential development should be encouraged in areas where public services and facilities are adequate to support added population and/or where sufficient improvements are already committed. It should be discouraged elsewhere.

1.3 Density

In order to conserve fiscal and natural resources, local general plans and zoning ordinances should be revised to provide for increased residential densities, where applicable and practical.

1.4 Design

New housing should be developed with good design and construction quality and provisions for energy efficiency, and should provide for the preservation of community values and a safe and healthy environment.

1.5 Vacancy

New housing construction activity should be sufficient to produce vacancy rates that provide for adequate mobility and choice, minimize over-crowding for all income levels and keep down the rate of housing price inflation.

1.6 Environmental Safety

In order to protect housing investment and public safety and to keep down housing costs, new residential development should be discouraged in areas containing environmental hazards, unless adequate mitigating action is taken.

1.7 Redevelopment

Selective public and private rebuilding of existing urban areas should increase the housing supply in areas with good access to

employment, services and facilities. Redevelopment projects should minimize displacement and provide for relocation housing and assistance for those displaced, if needed.

1.8 Public Incentives

All levels of government should provide incentives to stimulate private housing development, consistent with local and regional policies, needs and goals.

1.9 Review Process

The review of development proposals by all levels of government should facilitate residential construction, except where inconsistent with local and regional policies.

1.10 Mixed Development

New housing should be located close to commercial services and employment opportunities, in order to promote easy access; major commercial and industrial developments should be encouraged in conjunction with the development of new housing.

1.11 Security

The design of new housing and neighborhoods should help to decrease burglary, vandalism and other property-related crime.

1.12 Economic Development

New technology and innovative financing/development tools should be linked to public responsibility for manpower, economic development and community development efforts, in order to make housing and homeownership affordable to lower and middle income people.

1.13 Growth Management

Growth management plans and programs should be consistent with general plans and housing elements and should specify strategies and actions to be initiated to meet local and regional housing needs.

IMPLEMENTING ACTIONS

- Service
- 1a. ABAG will advise and assist member governments in a joint effort to revise the procedures and fees required in development reviews, to reduce the time and costs involved.
 - 1b. ABAG will issue periodic reports, conduct conferences and workshops, and seek other vehicles to disseminate useful information to stimulate housing development consistent with the region's needs.

- 1c. ABAG will give technical assistance on request to member governments in developing and implementing local housing elements consistent with regional policies.
 - 1d. ABAG will advise and assist member governments in devising and adopting financial and legal mechanisms that would increase the flow of public and private money into housing development.
 - 1e. ABAG will advise and assist developers, non-profit sponsors and others in efforts to produce housing in accord with regional policies.
 - 1f. ABAG will assist State and local planning efforts in the design and implementation of zoning and other land use regulations that encourage the development of new housing for all economic segments near employment opportunities.
 - 1g. ABAG will assist prospective developers to identify buildable sites for new residential or mixed use developments in areas that are consistent with local and regional policies.
 - 1h. ABAG will serve as a resource for information on affirmative land use measures, tax provisions, and other types of ordinances and regulations that could help stimulate increase of the region's housing supply.
- Advocacy
- 1i. ABAG will support applications for Federal and/or State assistance from communities which have housing plans and/or programs that are consistent with regional policies.
 - 1j. ABAG will support a Statewide Housing Plan and program which expresses a clear commitment by the State to support and assist local and regional efforts to meet housing needs.
 - 1k. ABAG will urge the State to adopt and implement housing element guidelines that allow for local variations in fiscal capacity and market constraints.
 - 1l. ABAG will support State guidelines for local housing elements which encourage local governments to provide for conservation and expansion of the housing supply in accord with local and regional policies, the availability of programs and financing.
 - 1m. ABAG will explore and recommend tax reforms that would stimulate housing production in accord with approved local and regional housing policies.
 - 1n. ABAG will support and assist efforts to achieve greater consistency among the housing planning requirements imposed on local governments by Federal and State agencies.

Review

- 1o. In its plan and project review function, ABAG will comment on housing plans, projects and applications that do not contain explicit strategies and actions designed to increase the housing supply consistent with regional housing policies.
- 1p. In reviewing applications for Federal assistance, ABAG will comment on whether the applicant has adopted a housing element which contains a firm and realistic commitment to increase the housing supply consistent with regional housing policies.
- 1q. In its plan and project review function, ABAG will comment on whether plans, projects and applications would assure a balance of housing types to meet the needs of all income groups.

OBJECTIVE 2

To maintain and improve existing housing so that it can better fill the region's needs.

POLICIES

2.1 Expanded Efforts

Housing conservation and rehabilitation efforts should expand regionwide, using both public and private resources.

2.2 Cost/Income Balance

Housing conservation and rehabilitation should cause minimal increases in housing costs for low- and moderate-income people, both renters and homeowners, either as a direct result of the cost of improvements or as an indirect result of neighborhood upgrading.

2.3 Public Resources

Housing improvement programs should be supported by housing subsidies, improved public services and capital improvements, where appropriate.

2.4 Anti-Redlining

Arbitrary restriction of loan funds or property insurance in selected residential areas--"redlining"--can cause decline of valuable housing and neighborhoods and, therefore, should be countered by public and private actions to encourage lending in older residential areas.

2.5 Energy

Maximum energy efficiency of homes in the Bay Area is a desirable condition and should be supported as an important facet of improving housing quality.

2.6 Neighborhood Quality

The improvement and maintenance of sound residential neighborhoods should be encouraged regionwide because they are important factors in housing quality.

2.7 Socio-Economic Conditions

Increased employment and educational opportunities contribute to housing and neighborhood quality and should be available to residents of lower income neighborhoods.

2.8 Security

Rehabilitation and conservation of housing and neighborhoods should include efforts to help decrease burglary, vandalism and other property-related crime.

2.9 Seismic Hazards

Residential buildings with structural seismic hazards should be reinforced to provide safety for the residents.

2.10 Mixed Development

In order to promote access to employment, commercial services, and other needed facilities, existing housing in mixed use areas should be preserved wherever practical and appropriate.

2.11 Supportive Services

Government programs for housing conservation should include provisions for counseling and referral services as necessary to respond to the financial and other problems of the owners and tenants associated with rehabilitation efforts.

2.12 Displacement

Housing conservation programs should be planned to minimize displacement as the result of code enforcement or resulting increases in rent or housing prices.

2.13 Relocation Assistance

Housing conservation programs should make realistic estimates of the displacement they will cause and provide relocation assistance for those displaced.

2.14 Economic Development

Housing rehabilitation and neighborhood conservation efforts should be coordinated with and supported by economic development and job training programs.

IMPLEMENTING ACTIONS

- Service
- 2a. ABAG will assist member governments and citizen groups in designing and implementing housing conservation programs.
 - 2b. ABAG will serve as a resource for information on fiscal, administrative, and legal tools useful in housing conservation and rehabilitation programs.

- 2c. ABAG will issue periodic reports, as appropriate, on useful innovations and new resources that can be applied in housing conservation and rehabilitation programs.
- 2d. ABAG will sponsor conferences, seminars, and research that will bring the various participants in housing conservation efforts together to exchange ideas, resolve differences and develop new solutions to problems.
- 2e. ABAG will assist in developing programs to train, or to improve the skills of, persons engaged in housing conservation programs and related support services.

Advocacy

- 2f. ABAG will support revisions in tax regulations at all levels of government to provide greater incentives for private investment in maintaining and improving existing housing.
- 2g. ABAG will encourage use of Federal and State subsidies to support housing conservation and rehabilitation programs:
 - to help keep improved housing within the financial means of the area's residents;
 - to minimize dislocation;
 - to stimulate private investment.
- 2h. ABAG will support stronger and more effective legislation against "redlining."
- 2i. ABAG will encourage the use of housing codes--rather than building codes--as the standard for inspection of existing housing.
- 2j. ABAG will support the use of assessment practices that allow for housing improvement that brings a structure up to basic code standards without increasing the fair market value of the structure.
- 2k. ABAG will urge that Federal and State programs for financing housing rehabilitation include funds for the local administration of those programs.
- 2l. ABAG will urge that Federal and State programs to finance housing rehabilitation include funds for relocation of occupants displaced because of housing code enforcement or because the resulting increase in shelter costs exceeds their means.

Review

- 2m. In its review of local housing elements and Community Development Block Grant Applications, ABAG will identify and question those that do not contain explicit programs to maintain and improve existing housing.
- 2n. In its plan and project review function, ABAG will comment on

proposed actions that could cause the decline of housing and neighborhood quality.

- 2o. In its plan and project review function, ABAG will comment on plans, projects and applications that do not contain realistic estimates of residential displacement which will occur as the result of public acquisition or code enforcement, including the needs of residents who cannot afford the increases in shelter costs caused by the improvements.
- 2p. In its review of applications for housing and community development funds, ABAG will comment on whether there is provision for relocation assistance to residents displaced as a result of activities funded.

OBJECTIVE 3

To expand and conserve housing opportunities for lower income people.

POLICIES

3.1 Local Control

Housing assistance funds should be distributed among local areas within the Bay Area according to policies and procedures devised jointly by ABAG's member governments.

3.2 Regional Goals and Local Targets

A regional housing subsidy distribution system should set regional targets for assisted housing; each county and large city should be assigned a share of the region's total that is large enough to attract prospective developers.

3.3 Equity

Housing assistance funds should be distributed to give lower income people in all parts of the region equal opportunity to obtain suitable and affordable housing.

3.4 Need

Housing assistance funds should be distributed to reflect the relative need for assistance in localities throughout the region.

3.5 Access to Employment

Housing assistance funds should be distributed to give lower income people greater opportunity to find suitable and affordable housing near places of employment.

3.6 Anti-Impaction

Housing assistance funds should be distributed to:

- (a) increase the number and types of communities in which lower income people can obtain suitable and affordable housing.
- (b) avoid concentrating assisted housing in areas that already contain a substantial share of the region's assisted housing, and
- (c) assist in the stabilization or revitalization of neighborhoods undergoing conservation or rehabilitation of housing for lower income households.

3.7 Local Priorities and Goals

Each jurisdiction should develop its own program for community development and housing assistance, and set its own goals and priorities, based on local knowledge of need, market conditions and general feasibility, and guided by regionally set targets.

3.8 Reallocation

Housing subsidies that are unused as initially targeted to a particular Bay Area community should be available to other communities in the region who are applying for more assistance.

3.9 Increased Assistance

The Federal and State governments should greatly expand the amount of assistance funds to meet the housing needs of lower income people in the San Francisco Bay Area.

3.10 Home Ownership

Low income home ownership should be encouraged as a means of expanding housing opportunities for lower income persons and as a means of improving and maintaining sound housing and residential neighborhoods.

3.11 Conservation

Housing that is presently within the price range of lower income people should be preserved wherever possible and practical.

3.12 Growth Management

Growth management plans and control measures should contain ways and means to expand and conserve housing opportunities for lower income people.

IMPLEMENTING ACTIONS

Service 3a. ABAG will assist member governments and citizen groups, on request:

- in formulating community development and housing assistance programs;
- in formulating local subsidy distribution systems suitable to their own needs and making local systems consistent with the regional system;
- through periodic reports on the actual distribution of housing subsidies and households receiving assistance;
- through information on current housing programs, laws and regulations.

- 3k. ABAG will support efforts of local communities and housing agencies applying for housing and community development assistance, where they demonstrate a commitment to expanding housing opportunities for lower income people consistent with regional policies.
- 3l. ABAG will advocate Federal and State laws that would expand the supply of housing for lower income people.
- 3m. ABAG will support efforts to expand and conserve homeownership opportunities for lower income persons.
- 3n. In accord with ABAG resolution 7-73, ABAG will continue to advocate repeal of California Constitution Article XXXIV, requiring referendum approval before the construction or purchase of low-income housing by a public entity.
- 3o. ABAG will support applications for housing assistance where local governments have set goals higher than regionally set targets, provided that:
- jurisdictions with lower than the regionwide average percentage of subsidized housing should have first priority in filling requests for additional subsidies; and
 - the increased assistance will be used to expand housing opportunities for lower income people in areas where they had previously been excluded due to housing cost or discrimination; or
 - the increased assistance will be used to support rehabilitation and conservation efforts to serve lower income households.
- 3p. ABAG will urge HUD, FMHA and the State of California to streamline their procedures for funding low- and moderate-income housing in order that the requirements and delays in processing not render the programs economically unfeasible.

Review

- 3q. In its plan and project review function, ABAG will comment on the consistency of plans, projects and applications with the Regional Housing Subsidy Distribution System.
- 3r. In its plan and project review function, ABAG will comment on:
- proposed actions that would cause a decrease in housing opportunities for lower income people, and
 - plans that fail to demonstrate a commitment to expanding housing opportunities for lower income people consistent with regional policies.

- 3b. ABAG will serve as a resource for information on financing and development of ideas to increase housing opportunities for lower income people.
- 3c. ABAG will work with member governments, citizen groups, developers and others in the public and private sector to improve and update the Regional Housing Subsidy Distribution System and to increase housing opportunities for lower income people.
- 3d. ABAG will assist local housing authorities to devise inter-jurisdictional agreements to expand geographic choices for lower income people qualifying for Federal housing assistance.
- 3e. ABAG will disseminate to member governments and to interested citizens information on the Regional Housing Subsidy Distribution System and the procedures for its implementation.
- 3f. ABAG will disseminate information about successful subsidized housing projects--especially those designed for families--in order to help local communities provide housing appropriate to their needs.

- Advocacy 3g. ABAG will apply for increased housing assistance from Federal and State agencies, on behalf of member governments and the region as a whole, consistent with the approved subsidy distribution system.
- 3h. ABAG will urge the Federal Department of Housing and Urban Development to continue using the Regional Subsidy Distribution System as the mechanism for disbursing housing subsidies in this region.
 - 3i. ABAG will urge the State of California to incorporate the Regional Housing Subsidy Distribution System into the procedures used by its housing agencies to review and approve applications for subsidies.
 - 3j. ABAG will urge the Federal and State governments to expand and improve housing subsidy programs and provide better incentives to stimulate private investment in lower income housing.

OBJECTIVE 4

To eliminate all forms of illegal or arbitrary discrimination from the housing market.

POLICIES

4.1 Illegal Discrimination

Housing discrimination based on race, color, national origin, sex and marital status is illegal and should be eliminated from the Bay Area housing market.

4.2 Housing/Job/Education

Housing discrimination on any basis reinforces discrimination in other areas, such as employment and education, and therefore should be eliminated in order to expand opportunities and protect the constitutional rights of all.

4.3 Public/Private Responsibility

Anti-discrimination legislation should be reinforced by public and private efforts including monitoring and education.

4.4 Special Design Needs

Equal housing opportunities for all requires special attention to design requirements to fill the housing needs of certain population groups, such as the elderly and handicapped.

4.5 Minority/Lower Income Linkage

Expansion of housing opportunities for lower-income people can also expand choices for minorities, and therefore should be supported as a strategy to combat housing discrimination.

4.6 Household Composition

Housing discrimination affects many groups that are not racial or ethnic minorities, such as families with children, students, elderly, handicapped, families where the mother is head of the household, and persons with an incarceration history. Extensive public and private efforts are required to combat them effectively.

IMPLEMENTING ACTIONS

- Service 4a. ABAG will provide technical assistance and information, on request, to member governments, citizens groups and business interests devising programs to combat discrimination.
- 4b. ABAG will assist citizen participation in housing planning and implementation activities, both at local and regional levels.
- 4c. ABAG will collect current studies which document the extent of housing discrimination against special groups throughout the region, and will make these available to agencies and groups seeking to combat discrimination.
- 4d. ABAG will compile and distribute a regionwide directory of public and private fair housing agencies operating in all sectors of the region.
- 4e. ABAG will help to disseminate information on the kinds of discrimination that are illegal, the existing State and Federal laws that prohibit discrimination, and the enforcement mechanisms available to people who encounter discrimination.
- Advocacy 4f. ABAG will urge that local, State and Federal anti-discrimination laws be strengthened and enforced.
- 4g. ABAG will support increases in the amount of public and private assistance funds committed to enforcing anti-discrimination laws.
- 4h. ABAG will support legislation to end "redlining" of low-income minority and integrated neighborhoods, and to increase the flow of public and private investment into these areas.
- Review 4i. In its plan and project review function, ABAG will comment on whether the jurisdiction has estimated the extent of housing discrimination and has a commitment to combat it.
- 4j. In reviewing and developing regional plans, ABAG will support actions that could expand housing opportunities for minorities and lower income residents and will question any that would tend to reinforce discriminatory patterns.

ECONOMIC DEVELOPMENT

Findings

Regional Problems and Opportunities

In its broadest sense, economic development means obtaining the most efficient use of resources available to achieve certain objectives. For purposes of this Regional Plan, however, this subject must be restricted to more limited and definable areas of concern. [Thus, though it might be reasonable in other circumstances to focus on such aspects of economic development as increased production of goods and services, or increased efficiency of production, or the redistribution of the goods and services produced,] this document will concentrate on economic development as it affects employment possibilities in the Bay Area. This does not imply a lack of interest in the aspects mentioned earlier, or yet other aspects not mentioned - instead, it means that when such aspects are considered, they will be considered from the perspective of their relationship to employment possibilities.

Recent History

For a number of reasons, including immigration, increased participation of women in the labor force and the relative decline of some traditionally important employment sectors such as manufacturing and construction, unemployment in the San Francisco Bay Area has been above the national average for several years. During the period 1970-1976, the mining, contract construction, non-durable goods manufacturing, transportation communications and utilities, federal government and agricultural sectors all showed absolute decreases in employment; while employment in the durable goods manufacturing and wholesale trade sectors increased during the period, the increases were less than that of the labor force. Only in the retail trade, services, state and local government, and finance, insurance and real estate sectors did employment increase faster than the labor force from 1970 to 1976.

The changes in employment just outlined reflect changes in the structure of the Bay Area economy with the manufacturing, agricultural and federal government sectors becoming relatively less important as employers while the service, financial and state and local government sectors became relatively more important. To some extent these shifts are consistent with those experienced by the state and nation as a whole and to that extent are likely the results of influences operating on a statewide or national scale. Such influences are likely to be largely beyond the reach of the local or regional policy. However, there do remain opportunities for local and regional policy to shape economic development of the region to better provide employment opportunities and meet other local and regional objectives as well.

Economic Development and Public Policy

Economic development is, of course, only one of the objectives of planning policy. From the local to the federal level, such issues as air and water pollution, land use or distribution of fiscal burdens among local jurisdictions also affect policy decisions. The examples to be treated in this

section are not mutually exclusive nor do they necessarily exhaust the potential areas for constructive regional policy involvement. They do, however, include some of the areas which illustrate a present and potential regional role in economic development policy and its integration with other objectives. Some of these roles are:

1. Industrial Siting

There have been complaints that environmental regulations has at times become more complex than is necessary to meet the society's environmental quality objectives, resulting in unnecessary obstacles to the attainment of economic development. Further, the benefits and costs to local governments which result from industrial development may be inequitably distributed. There are clear regional advantages to be gained by examination of such issues. If unnecessary conflicts between economic development and other objectives do exist, regional entities can recommend modifications in the form of state and federal regulation.

2. Work Force

Existing regional sources of information on industrial and commercial planning and development can be used to draw implications for manpower and training needs which supplement the state-level work of the Employment Development Department. Also, regional coordination of locally-supported manpower training can prevent unnecessary duplication of local programs.

3. Tax Sharing

A critical regional issue is the fiscal disparities which can occur when one local jurisdiction has the benefit of a substantial business tax base while the industry's employees live in another jurisdiction which must bear the costs of providing public services to them. These differences result in inequitable distribution of fiscal burdens, and they encourage local governments to compete in offering incentives to business locating in their area, which could result in wasteful development patterns. There is a pressing need to explore potential regional mechanisms to prevent such fiscal disparities.

4. Information

Adequate information is essential to effective policy at any level. There are a number of issues whose scale is too great to fit naturally into local capacity for study and analysis, but too specific and limited to justify state level involvement. Issues of this scale fall logically to regional study and analysis. Examples of such studies might include regional land use surveys, resource inventories, description of population characteristics, analysis of regional economic interdependencies and projections of the course of future regional development. Such studies not only aid in public decision-making but can also be useful to private sector decision-makers in planning their enterprises.

ECONOMIC DEVELOPMENT

Policy material on the following pages was compiled from the programs, studies and reports listed below. These documents can supplement the respective policy areas for which additional detail may be desired.

References

- o Initial Regional Growth Policy, November 1972.
- o Policy Statement: Formulation of Long-Range Regional Growth Policy, February 1973.
- o Regionwide Growth, Planning and Review Guidelines, Subregional Shares of Growth; Plan and Project Review Criteria; Growth Policy Work Program and Three-Year Goals and Program Statement, October 1973.
- o Policy Statement: Economic Development and Growth Management, October 1974.
- o Economic Issues in Growth Policy Formulation, Issue Paper No. 5, October 1974.

ECONOMIC DEVELOPMENT

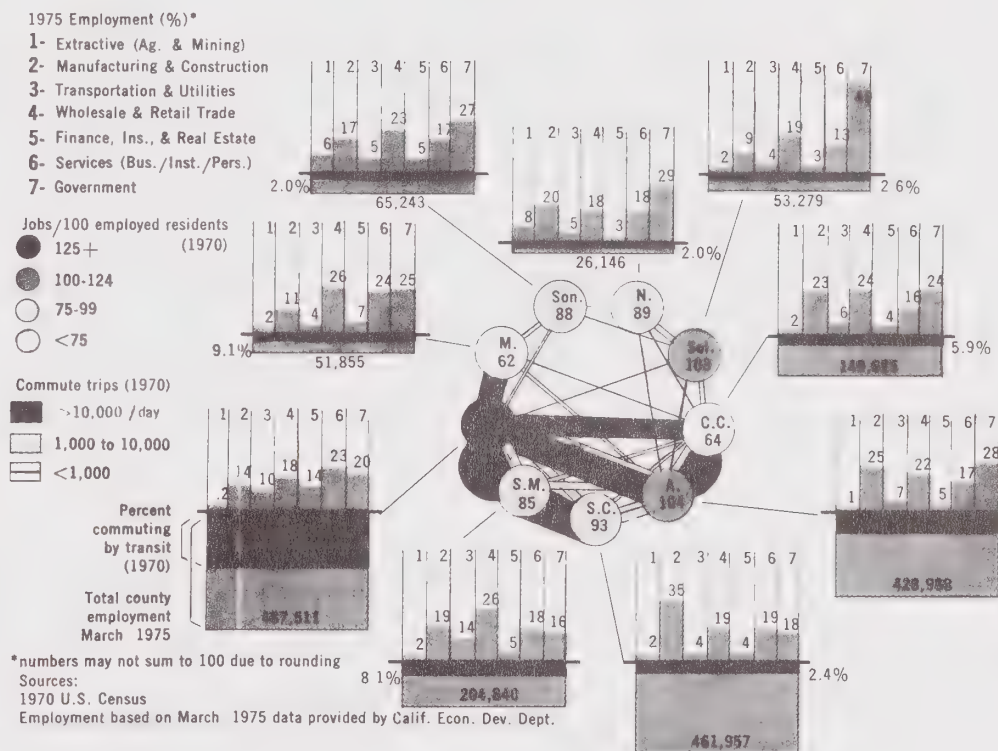
OBJECTIVES:

1. The total number of jobs in the region should match the total resident labor force as it increases to the year 2000.
2. Expansion of job opportunities and income levels for disadvantaged groups.

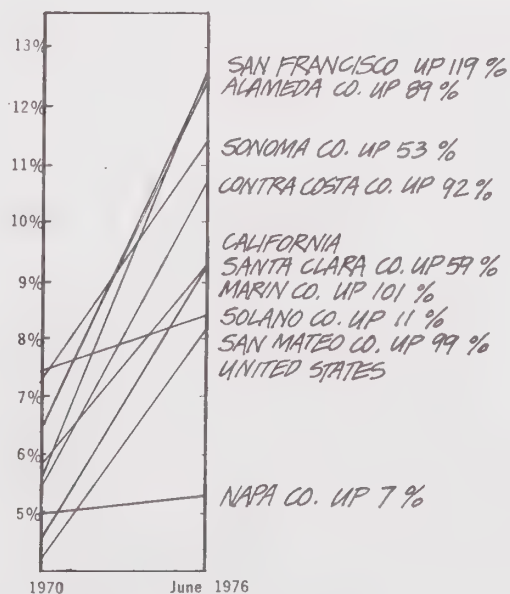
POLICIES:

1. Ensure land and facilities for the economic growth of the region.
2. Provide maximum employment opportunities to residents within their own communities.
3. When compatible, employment should be located within or adjacent to existing communities.
4. Growth of employment within the inner city or where there are concentrations of unemployed or unskilled people should be given high priority.
5. Employment programs should take maximum advantage of physical resource opportunities in the region.
6. Preserve and enhance the following types of land, water and energy resources:
 - a. forested and timber lands
 - b. geothermal wells, other energy resources
 - c. prime agricultural land
 - d. fishing areas and areas for agriculture
 - e. minerals
7. Provide new investment opportunities where growth and development are desired and feasible.
8. Property and sales systems should promote rational development siting.
9. Where further growth and employment are desired, take advantage of existing public and private investments.
10. Study regional tax sharing.
11. The region should endeavor to promote labor intensive jobs.
12. Job training programs and economic opportunities in the major labor market of the region. . . should be closely matched to foster greater access to all, and especially disadvantaged population groups.

The region's employment opportunities are varied



Too many are out of work



Sources:
1970 U.S. Census
1976 data from U.S. Econ. Dev. Admin.

ENVIRONMENTAL QUALITY

ABAG is currently preparing an Environmental Management plan to develop detailed programs in air and water quality, and solid waste management. This plan, which is being prepared jointly by ABAG and local governments, will be completed in mid-1978 and will then be approved by ABAG for integration into the Regional Plan.

Examples of existing ABAG policy on Environmental Quality presented on the following pages are drawn from the programs, studies and documents listed below. Some of these policies will be reflected in, and replaced by, the Environmental Management Plan. Others may be re-examined in the 1978-79 plan amendment cycle. These references can supplement the policy material that follows when additional detail is desired.

References

- o Regional Plan 1970:1990, July 1970
- o Water, Sewer, and Drainage Plan-Phase II, September 1971
- o Areas of Critical Environmental Concern, May 1976

ENVIRONMENTAL QUALITY

THE REGIONAL PLAN 1970-1990

OBJECTIVES:

1. Urban areas should be planned and managed to minimize pollution causing processes.
2. ABAG will take actions that reduce need for long distance commuting.
3. ABAG will protect the region's residents by reducing their exposure to hazardous environmental conditions.
4. Recommend that sources of pollution, which can not be adequately controlled, be placed where their contact with urban areas can be minimized.

POLICY:

1. The development of recovery and recycling procedures for solid waste should be fostered and assisted by all governmental levels, especially through a taxation policy.

AREAS OF CRITICAL ENVIRONMENTAL CONCERN

POLICIES:

Air Quality:

1. Identify and protect lands whose vegetative quantities contribute to the maintenance of regional air quality.

Water Quality:

1. Identify and protect lands capable of absorbing wastewater which would otherwise have been transported to other jurisdictions, or which would have been introduced to surface water sources leading eventually to the ocean or Bay.
2. Protect those lands capable of collecting and absorbing agricultural and storm runoff which cannot be controlled at point sources in individual local jurisdictions.
3. Protect lands important for maintaining surface and groundwater supplies that offer potential complementary sources of water to importation.

Solid Waste:

Identify and reserve for present and future multi-jurisdictional use lands which are capable of receiving and absorbing solid waste matter transported to Bay Area communities.

Promote resource recovery programs and research and demonstration projects to test new concepts in waste management.

WATER, SEWER, AND DRAINAGE PLAN-PHASE II

OBJECTIVES:

1. Provisions of domestic water systems that produce water conforming to U.S. Public Health Service Drinking Water Standards.
2. Provisions of water systems which meet the requirements of the American Insurance Association.
3. Provision of service in all urban areas.
4. Provision of water treatment facilities capable of being used for at least 10 years without expansion.
5. A maintenance of bacteriological standards in the bay consistent with unrestricted water-contact recreation and safe human consumption of marine life.
6. Water quality standards to minimize the acceleration of the eutrophication of the bay system with special emphasis on the south bay and delta areas.

POLICIES:

1. Short range planning priority shall be given to the consolidation of outfalls and extension into areas of greater dilution and dispersion.
2. Short range planning priority shall be given to the removal of all wastewater discharges from those areas of the bay where dispersion, dilution, or natural purification is inadequate.
3. Advanced treatment for recycling should be conducted at local facilities whether these are municipal or industrial.
4. Valid water quality parameters to control the discharge of toxic and cumulatively harmful wastewaters into the bay.
5. Encouragement of water reclamation and reuse to the maximum extent feasible considering its potential in regional water resources planning.
6. Maximum "in-house" reclamation and reuse of industrial wastewaters should be practiced and should be the ultimate goal of all large industrial water users.

WATER QUALITY PROBLEMS IN THE SAN FRANCISCO BAY REGION

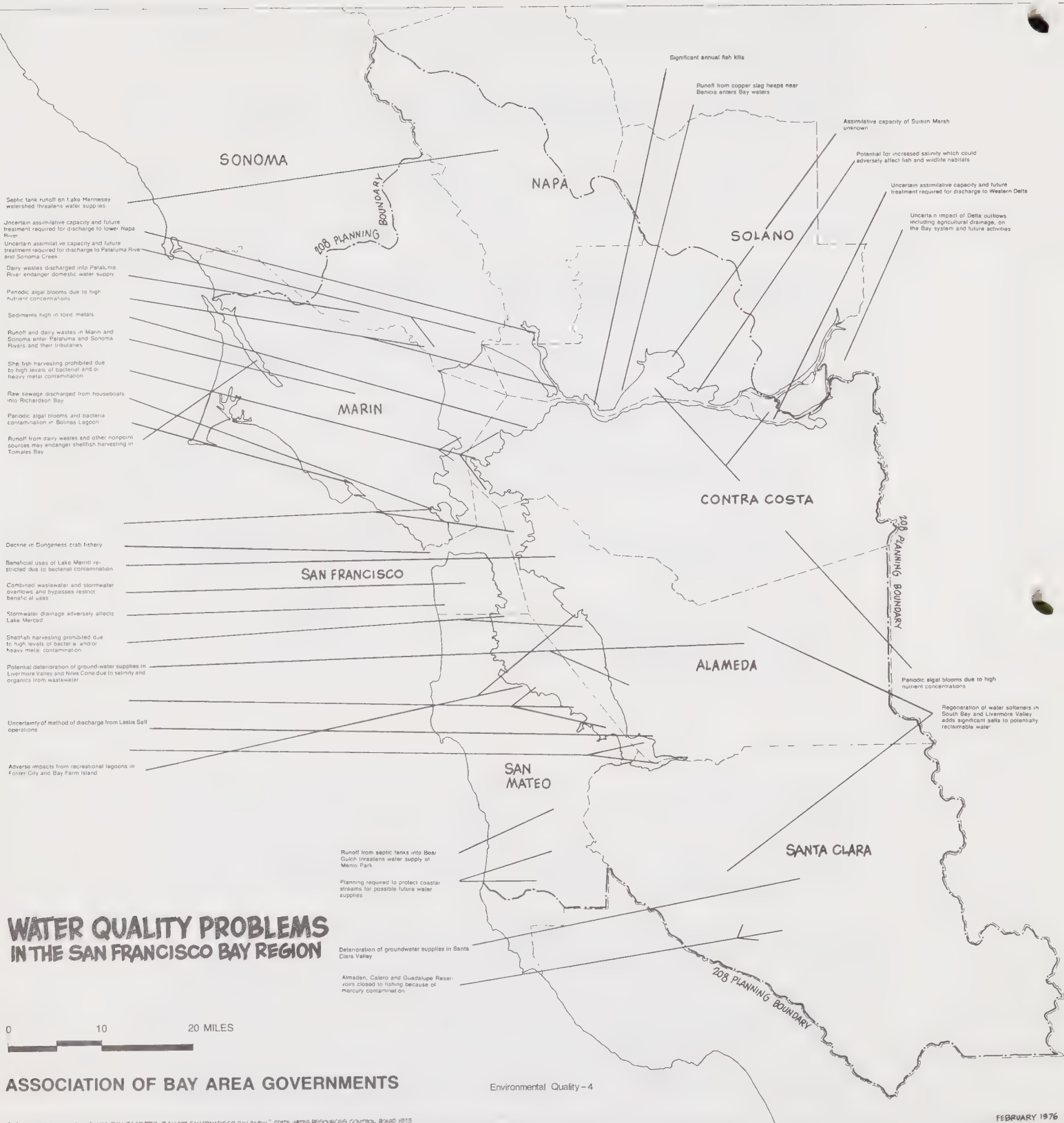
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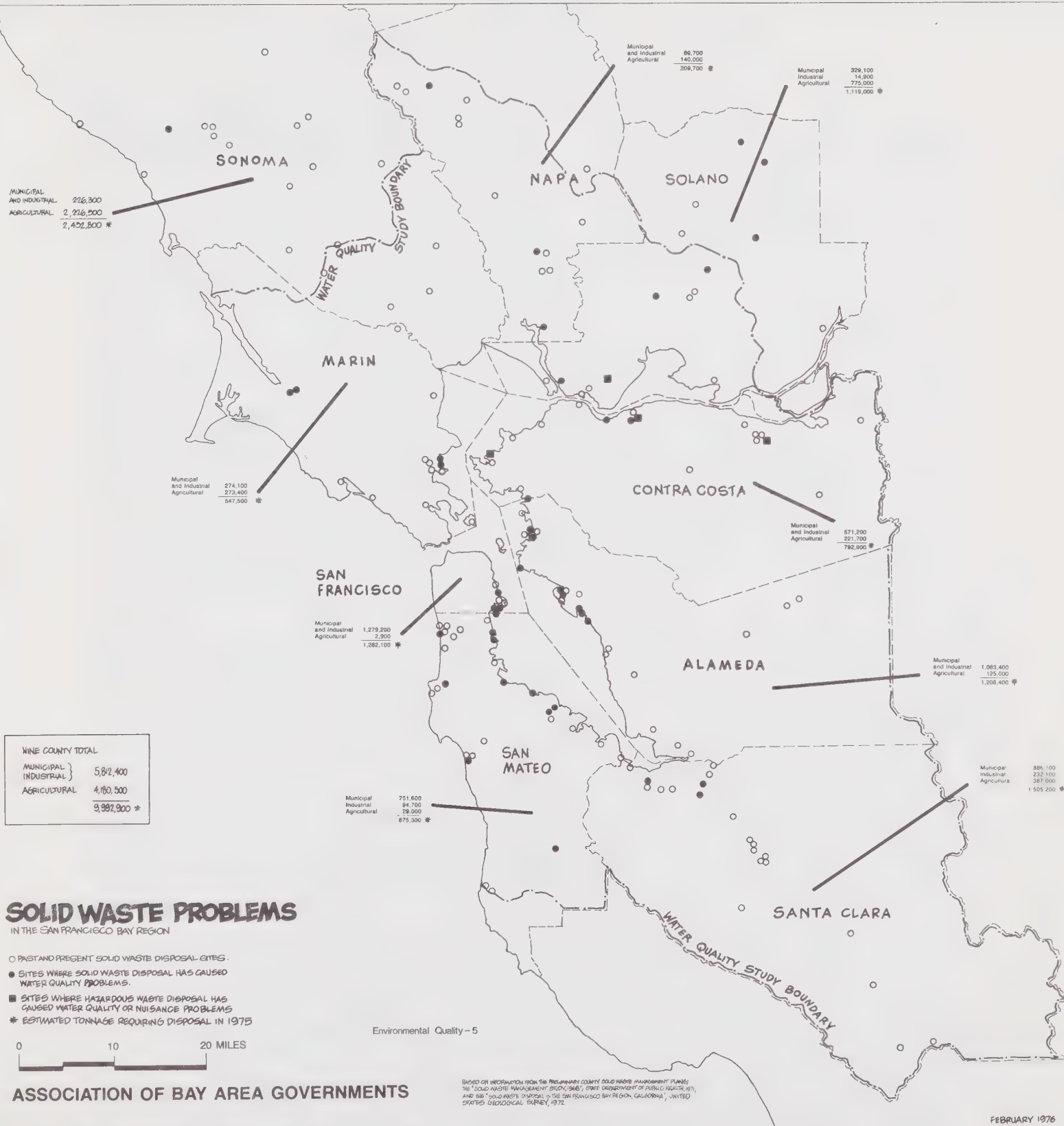
ASSOCIATION OF BAY AREA GOVERNMENTS

Environmental Quality - 4

BASED ON INFORMATION FROM "WATER QUALITY CONTROL PLAN FOR SAN FRANCISCO BAY BASIN" STATE WATER RESOURCES CONTROL BOARD 1975

FEBRUARY 1976





SONOMA

NAPA

AIR QUALITY PROBLEMS IN THE SAN FRANCISCO BAY REGION

SOLANO

SANTA ROSA

NAPA

FAIRFIELD

PETALUMA

VALLEJO

MARIN

MARTINEZ

PITTSBURG

SAN RAFAEL

RICHMOND

CONCORD

CONTRA COSTA

WALNUT CREEK

OAKLAND

SAN FRANCISCO

SAN LEANDRO

HAYWARD

ALAMEDA

LIVERMORE

BURLINGAME

FREMONT

REDWOOD CITY

SAN MATEO

SUNNYVALE

SAN JOSE

LOS GATOS

SANTA CLARA

GILROY

AIR QUALITY STUDY BOUNDARY

POLLUTANT	EXTENT OF PROBLEM*		
	NO. OF DAYS OVER STANDARD		
	1-24	25-49	>50
OXIDANT	○	◐	◑
CARBON MONOXIDE	△	◐	◑
PARTICULATES	□	◐	◑
SULPHUR DIOXIDE	▽	◐	◑

* BASED ON 1974 OBSERVATIONS AT MONITORING STATIONS

SOURCES RESPONSIBLE FOR AIR QUALITY PROBLEMS MAY NOT BE LOCATED IN THE SAME AREAS IN WHICH THE PROBLEMS ARE OBSERVED, SINCE WINDS CAN TRANSPORT POLLUTANTS FROM ONE PART OF THE REGION TO ANOTHER.

AIR POLLUTION IN THE BAY AREA BY STATION AND CONTAMINANT: 1974

For oxidant and for nitrogen dioxide, "max" is the highest hourly average value expressed in parts per hundred million. For carbon monoxide, "max" is highest 8-hour average value in parts per million. (The one-hour standard for CO was never exceeded during the year.)

For sulfur dioxide, "max" is highest 24-hour average value expressed in parts per million. For total suspended particulates (TSP) "mean" is annual geometric mean in micrograms per cubic meter.

Stations	O ₃ Max.	*1	**2	CO Max.	*	NO ₂ Max.	*	SO ₂ Max.	+	TSP Mean	***
San Francisco	14	4	4	9.9	2	16	0	.070	0	57	6.0
San Rafael	12	2	8	8.1	0	17	0	.015	0	39	2.5
Richmond	11	1	1	7.0	0	15	0	.041	0	45	1.7
Pittsburg	15	21	30	7.0	0	11	0	.028	0	50	5.0
Concord	16	20	35	9.2	1	20	0	.021	0	46	5.0
Walnut Creek	15	18	31	—	—	—	—	—	—	—	—
Oakland	13	3	6	9.5	1	25	1	—	—	—	—
San Leandro	18	20	31	—	—	—	—	—	—	—	—
Hayward	23	35	48	—	—	—	—	—	—	—	—
Fremont	22	41	61	7.8	0	19	0	.012	0	57	9.2
Livermore	28	83	93	6.4	0	18	0	.006	0	74	28.2
San Jose	28	89	97	16.9	14	30	4	.016	0	59	12.0
Alum Rock (NS)	24	77	96	—	—	—	—	—	—	—	—
Gilroy (NS)	17	44	63	5.9	0	13	0	.004	0	—	—
Los Gatos	25	53	69	—	—	—	—	—	—	—	—
Sunnyvale	18	31	46	9.1	2	31	3	.008	0	41	2.5
Mountain View	15	15	18	—	—	—	—	—	—	—	—
Redwood City	18	11	20	8.8	—	33	2	.017	0	50	5.8
Burlingame	16	10	18	9.8	2	—	—	.038	0	39	0.8
Petaluma	14	10	12	—	—	—	—	.006	—	—	—
Santa Rosa	10	4	6	8.0	—	15	0	.019	0	59	6.7
Napa	13	22	32	10.0	1	14	0	.015	0	61	14.3
Vallejo	16	22	28	11.9	14	14	0	—	—	—	—
Fairfield	15	26	38	—	—	—	—	—	—	—	—

(NS) Indicates new station, activated during 1974.

* Number of days ambient air quality standard was exceeded. *1 State oxidant standard ≥ 10 ppbm. **2 Federal oxidant standard ≥ 8 ppbm.

+ Percent of observed days when State air quality standard was exceeded.

*** Percent of observed days when State air quality standard (100 $\mu\text{g}/\text{m}^3$ for 24 hours) was exceeded.

0 10 20 MILES

Environmental Quality - 6

BASED ON INFORMATION PROVIDED BY THE BAY AREA AIR POLLUTION CONTROL DISTRICT

ASSOCIATION OF BAY AREA GOVERNMENTS

FEBRUARY 1976

SAFETY

Earthquakes, Flooding, Hillsides and Settlement

Findings

Regional Problems and Opportunities

Few Bay Area jurisdictions are entirely free of land areas with geological characteristics that make them vulnerable to environmental hazards such as earthquakes, flooding, landslides, and settlement. The primary focus of regional planning for these critical areas is to assist local governments in protecting the public from land-related hazards.

The potential consequences of earthquakes and flooding are clearly multi-jurisdictional--a fact which has led to greater attention being given to earthquake preparedness and floodplain planning at all levels of government. State law requires that local governments prepare seismic safety and safety elements. Local earthquake response and dam failure evacuation plans are prepared and coordinated with the assistance of the California Office of Emergency Services. A State Seismic Safety Commission has been established and the Legislature has enacted a number of earthquake related bills. New legislation is currently under consideration both in Sacramento and in Washington. The Federal government makes subsidized insurance rates available to homeowners in jurisdictions that meet the requirements for participation in the National Flood Insurance Program.

While unstable slopes and soil or foundation problems ususally have only minor interjurisdictional impacts, their prevalence throughout the region makes them issues of regional concern. A recent ABAG survey of local regulations related to geologic and hydrologic hazards indicates that local governments rank hillside and slope instability as the most severe problem, with earthquakes a close second.

The regional objectives for earthquake preparedness planning (developed in the ABAG report: Regional Earthquake Safety Issues and Objectives and approved as a Regional Plan amendment in May 1978) encompass pre-disaster hazard reduction, emergency response during and immediately following an earthquake, and post-disaster recovery. The same range of objectives applies to future planning for other natural hazards.

- o Pre-disaster actions which local governments can take to reduce possible loss of life and property damage from land-related hazards include:
 - identification and assessment of geologic hazards and their impacts,
 - correction of potentially hazardous conditions in existing structures, and
 - development of controls to ensure that new construction on sensitive land areas is engineered to mitigate hazards.(ABAG's Land Capability Analysis developed a method for local governments to use in estimating the costs of building safely in potentially hazardous areas.)

- o Emergency response actions include continuing improvement and intercounty coordination of local emergency preparedness plans developed with assistance from the State Office of Emergency Preparedness.
- o Post-disaster recovery planning should focus on avoidance of hazardous areas and conditions to reduce future risks to public safety.

The overall objective of governments in environmental safety planning is to reduce the occurrence of harmful natural phenomena where it is possible and to prevent or minimize negative impacts on people where it is not.

A survey of local regulations related to geologic and hydrologic hazards was undertaken in May 1977 to determine current actions being taken by local governments regarding earthquakes, flooding, landslides and settlement. The major conclusions were that, while local governments have fairly comprehensive regulations, there are still areas where requirements are not adequate:

- mechanisms for mitigating hazardous buildings,
- processes for building after an earthquake in a manner that minimizes public hazards from future earthquakes,
- policies for areas that would be inundated should a dam or dike fail, and
- specific programs to ensure disclosure of areas of known geologic hazards or hazardous buildings, either to the public at large or to prospective buyers of land or structures.

Conflicting Objectives

The land capability analysis method for local governments to use in estimating engineering costs in order to condition development in potentially hazardous areas gives local governments an alternative to prohibiting development altogether and can promote the regional objective of infilling. It would allow hillside development but would increase the cost of hillside housing. Demographic data show that low-income and minority housing is concentrated in the flatlands around the Bay, with higher priced residential neighborhoods and communities clustered in the foothills that rise from the Bay plain. Development of expensive hillside housing would reinforce this pattern and run counter to the regional housing objective of maximizing housing choices for all income levels.

Other conflicts are implicit in the objective of post-disaster planning to avoid hazardous areas and conditions in reconstruction. In the past, the need for rapid rebuilding to restore services and economic stability--to put people back to work--has overridden this objective.

For many local governments, funds to enforce the mitigation of hazardous existing buildings cannot be squeezed out of overstrained budgets. And the legal issues confronting public agencies for geologic and seismic hazards and earthquake prediction are so ambiguous that local governments are hesitant to take decisive action.

Environmental safety issues and their costs must be taken into account in contingency planning for the Environmental Management Plan, in transportation corridor studies, in the industrial siting study, as well as in implementing the housing subsidy allocation system.

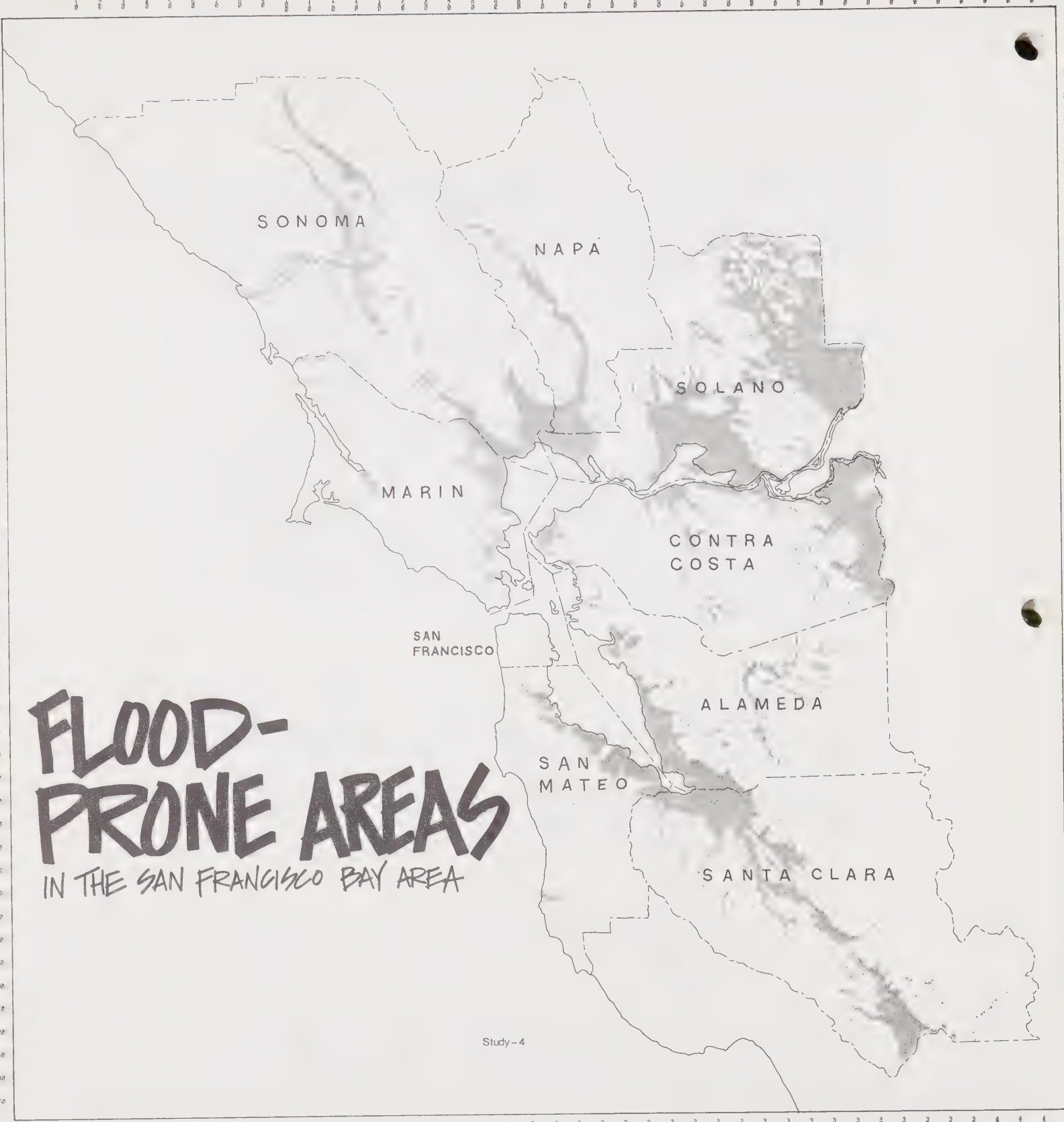
SAFETY

Objectives, Policies and Implementing Actions for Environmental Safety are presented on the following pages. Policy material was compiled from the ABAG programs, studies and reports listed below. These documents can supplement the policy material when additional detail is required.

- o Areas of Critical Environmental Concern, June 1975. Updated May 1976.
- o Land Capability Analysis, February 1976.
- o Land Capability Analysis for Planning and Decision Making, February 1976.
- o Recommended ABAG Civil Preparedness Plan of Action, December 1975.
- o Hazards Evaluation for Disaster Preparedness Planning, February 1976.
- o Earthquake Preparedness Ideas for Action, February 1976.
- o Regional Earthquake Safety Issues and Objectives, January 1977.
- o Earthquake Insurance Issues, August 1977.
- o Earthquake Intensity and Expected Costs in the Bay Area, August 1977.
- o A Review of Local Regulations Related to Geologic and Hydrologic Hazards, Constraints and Resources, May 1977.
- o Bay Area Spatial Information System Program (BASIS): Computer Mapping Capability. Geologic data base files created:
 - geologic materials
 - faults
 - slope stability
 - flood plains
 - coastline
 - precipitation
 - soils
 - well-yield

FLOOD-PRONE AREAS

IN THE SAN FRANCISCO BAY AREA



Study - 4

SAFETY

FLOODING

OBJECTIVE

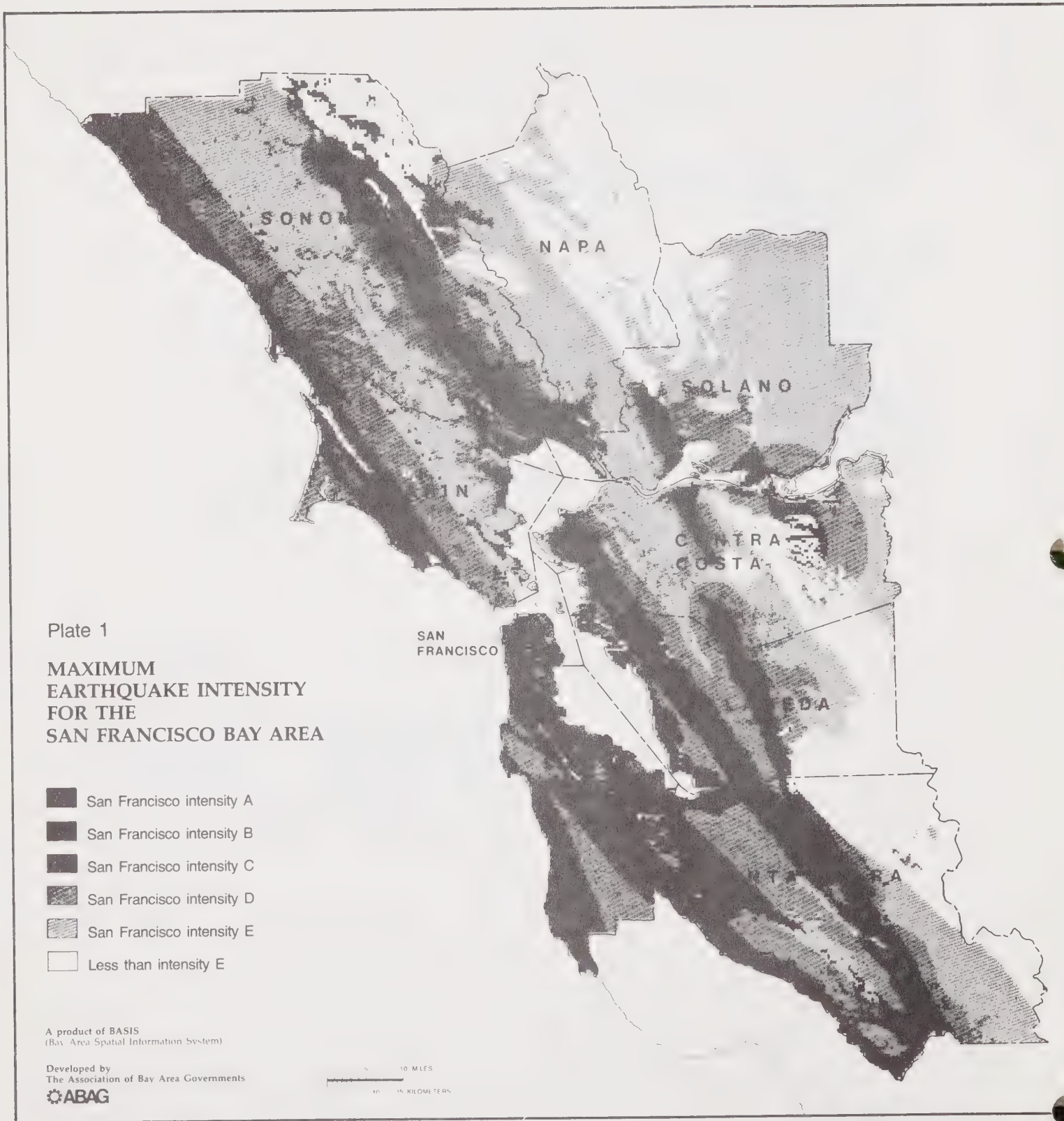
To reduce the potential for severe hardship caused by flooding.

POLICIES

- 1.1 Protect floodplains of multijurisdictional rivers and streams.
- 1.2 Protect areas subject to inundation by dike or dam failure.

IMPLEMENTING ACTIONS

- Review 1a. ABAG will comment on local emergency systems plans by stating whether or not a current County or City dam failure evacuation plan has been approved by the California Office of Emergency Services.



SAFETY

EARTHQUAKES

OBJECTIVE 1

To help ensure that adequate commitment is made to earthquake hazard reduction.

IMPLEMENTING ACTIONS

- Service 1a. ABAG will offer planning and information assistance, as available, to member governments in initiating, refining, and improving their seismic safety programs.
- Advocacy 1b. ABAG will advocate and support State legislation to strengthen current seismic safety program guidelines, criteria, and procedures, and will request State funding for refining and updating seismic and related general plan elements.
- ABAG will advocate and support State and Federal legislation to fund the implementation of local seismic safety programs.
- 1c. ABAG will advocate and support State and Federal legislation to fund the rebuilding or structural modification of hospitals and other emergency facilities that do not meet current State requirements.
- 1d. ABAG will advocate and support development at State and Federal levels of model codes and ordinances that approach building and foundation design and site planning from an interdisciplinary point of view, so that both structural and functional failure are addressed.
- 1e. ABAG will advocate and support State legislation that will require geologic and seismic investigations which are consistent with the hazard and the use proposed.
- 1f. ABAG will strongly advocate State and Federal programs to provide for building rehabilitation funding and incentives (low cost loans, tax benefits, etc.).
- Review 1g. To encourage local governments to reduce earthquake risks, ABAG will review and comment on the adequacy of local plan elements and other seismic safety programs with respect to:
- o procedures for the identification and assessment of geologic and seismic hazards and their impacts,

- o provisions for the timely adoption of the latest edition of the Uniform Building Code, and amendments deemed necessary for local conditions, and
 - o procedures for implementing and enforcing ordinances to identify, inspect and abate hazardous structures or structural components.
- 1h. ABAG's review comments on development proposals will address
- o the completeness of the description of geologic and seismic hazards affecting the site,
 - o an evaluation of those problems in relation to the proposed development, and
 - o provisions that additional engineering precautions will be taken when necessary to mitigate these hazards.

EXCEPTION

Historic structures exempted from this policy due to recent State legislation which specifies safety requirements for historic buildings. That legislation is the California Health and Safety Code; State Historical Building Code, Part 2.7 Section 18951-18960.

OBJECTIVE 2

To help ensure that adequate commitment is made to improving emergency systems.

IMPLEMENTING ACTIONS

- Service 2a. ABAG will offer planning and information assistance, as available, to member governments in refining and improving their capabilities for responding to earthquakes.
- 2b. ABAG will provide, when appropriate, a forum for developing regionwide earthquake safety functions in cooperation with the State.
- 2c. ABAG will make its Hazards Evaluation booklet available to member governments and will provide, as available, assistance in its use.
- 2d. ABAG will provide assistance, as available, to member governments in collecting information for the public in both the operational and planning aspects of earthquake preparedness.
- Advocacy 2e. ABAG will advocate and support appropriate State and Federal legislation to fund the improvement and increased enforcement of standards for assuring continuity of operation of vital facilities and services during an earthquake emergency.
- ABAG will advocate and support appropriate State and Federal legislation to strengthen emergency planning and operating programs.
- ABAG will advocate and support appropriate State and Federal legislation to fund research of earthquake prediction and programs designed to warn citizens of an impending earthquake.
- Review 2f. ABAG will comment upon local safety programs by stating whether or not
- o current County or City earthquake emergency plans have been approved by the California Office of Emergency Services (OES),
 - o the jurisdiction regularly participates in periodic local and multijurisdictional disaster exercises, and
 - o provisions are made for planning the general emergency response made necessary by new projects.
- 2g. ABAG's comments on development proposals will include a review of the description of the potential emergency consequences of destructive earthquakes that might affect the development.

OBJECTIVE 3

To take full advantage of the long-term reconstruction following an earthquake to avoid hazardous areas and conditions and thereby reduce the risk from future earthquakes.

IMPLEMENTING ACTIONS

- Service 3a. ABAG will provide the forum for raising and studying public safety and economic questions that arise when local governments review or develop reconstruction policies following an earthquake disaster.
- Advocacy 3b. ABAG will advocate and support State and Federal legislation to foster the development and implementation of reconstruction policies reducing public hazards and economic vulnerability from future earthquakes.
- Review 3c. ABAG will comment on the completeness of local plan elements and seismic safety programs by evaluating their description of redevelopment proposals for rebuilding in a manner that minimizes public hazards from future earthquakes.

OBJECTIVE 4

To help lessen the potential for severe economic hardship following an earthquake.

IMPLEMENTING ACTIONS

- Service 4a. ABAG will offer assistance, as available, to member governments in estimating the potential physical and economic consequences of destructive earthquakes using the methods described in the ABAG Land Capability Analysis and Hazards Evaluation reports
- Advocacy 4b. ABAG will advocate and support means to help restore economic stability after an earthquake, including new legislation and research studies.
- ABAG will encourage OES to prepare an annual list of State and Federal sources of economic aid.
- Review 4c. ABAG will comment on the completeness of local plan elements and seismic safety programs by evaluating their recognition of State and Federal sources of economic aid.

OBJECTIVE 5

To clarify the present uncertain and ambiguous legal situation related to geologic and seismic hazard reduction measures and earthquake prediction.

IMPLEMENTING ACTIONS

- Service 5a. ABAG will seek funds to research the legal issues confronting local governments relating to earthquake and earthquake prediction activities and to provide this information to local governments.
- Advocacy 5b. ABAG will advocate and support State and Federal legislation clarifying the legal issues confronting public agencies for geologic and seismic hazards and earthquake prediction.

OBJECTIVE 6

To improve earthquake safety program coordination.

IMPLEMENTING ACTIONS

Service 6a. Hazard reduction measures will be considered in the assessment portion and other appropriate sections of the ABAG environmental management planning effort (associated with Section 208 of the Federal Water Pollution Control Act Amendments).

ABAG, in cooperation with the State, will provide a forum for coordination of emergency service functions, when requested by local emergency service personnel.

ABAG will work for better cooperation between the Public Utilities Commission, utilities and local governments in disaster preparedness.

Advocacy 6b. ABAG will advocate and support State and Federal legislation providing funds for developing a comprehensive method for identifying and evaluating the physical, economic, and social impacts of a destructive earthquake.

Review 6c. ABAG will encourage local governments to identify and resolve inconsistencies between their own seismic safety standards and those of neighboring jurisdictions.

OBJECTIVE 7

To increase public awareness of earthquake problems.

IMPLEMENTING ACTIONS

- Service 7a. ABAG will publish periodic and timely messages on programs available on TV, radio, or other media.
- 7b. ABAG will assist member governments, on request, in collecting, developing and disseminating information to the general public (including non-English speaking people) and to public service agencies (such as utilities and financial institutions) in all aspects of earthquake preparedness.
- 7c. Subject to funding, ABAG will provide workshops on reduction of geologic and seismic hazards.
- Advocacy 7d. ABAG will advocate and support State and Federal legislation to insure disclosure of geologic and seismic information contained in locally required geotechnical reports.
- Review 7c. ABAG will urge local governments to include provisions in their plans and earthquake safety programs to ensure disclosure of areas of known geologic hazards and hazardous buildings.

RECREATION

(Scheduled for review and amendment in 1978)

Although ABAG has in the past approved policies that speak to providing recreation experiences in a broad community development context, the Association has never been able to initiate a program devoted specifically to analysing regional recreation problems and opportunities. The discussion below suggests a framework for undertaking such an activity.

REGIONAL RECREATION PLANNING

What is Recreation?

Recreation can be defined as any activity undertaken primarily for enjoyment or diversion. Accordingly, an activity may or may not be recreation depending on the reason it is undertaken; a drive along Highway 1 would be recreation for people in many circumstances, but it is a job to a person delivering mail to residents along the road.

This discussion focusses on the public role in recreation. As a result, while the home is perhaps the most common of the many settings for recreation (e.g. reading for pleasure), the Regional Plan should concentrate on recreation outside the home, since the public role in home recreation is minimal.

Recreation activities can be separated into 1) those which use facilities or services provided by the private sector (e.g. amusement parks, movie theaters, guided tours (e.g. wineries) and sporting events) and 2) those which use facilities or services provided by the public sector (e.g. public parks, beaches and bicycle paths). An afternoon's recreation may include both types; an example would be a cable car ride (public sector) to see Fisherman's Wharf (private sector). A comprehensive recreation plan must explore the full range of opportunities.

Public Policy in Private Sector Recreation

The private sector provides a wide range of facilities and services for recreation, from movie theaters to dude ranches, penny arcades to wilderness river tours. In general, it provides recreation goods and services when there is potential for profit to an individual or group. This can be considered desirable if all costs and benefits to society of such transactions fall to either the consumer or supplier. However, in a great many situations (both related to recreation and otherwise) costs or benefits fall on individuals who are entirely outside the transaction. Such

"external"* costs or benefits make it possible for the net effect of an activity on society to be negative even though both consumer and supplier benefit. In order for transactions in the private sector to lead to an appropriate pattern of recreational use of facilities and services, external costs must be included as a factor in the decisions of suppliers and consumers. A useful planning role would be to work with public and private agencies in attempting to accomplish this internalization of externalities. Below are some examples of how policies might do this:

1. Policies may attempt to prevent the occurrence of certain external costs by regulation (e.g. an amusement park must be located on appropriately zoned land).
2. Policies may attempt to take advantage of and maximize external benefits by providing complementary facilities and services (e.g. transportation, roads, traffic control nearby public recreation facilities, etc.).
3. Policies may use subsidies or taxes, equal to the estimated value of external benefits or costs, to modify market prices of recreational facilities and services (e.g. property taxes might be reduced for a recreation facility which stimulates trade in the community, or an increase in taxes might be assessed against a facility whose operation makes an increase in public services necessary).

There are, of course, situations in which public policy cannot satisfactorily guide private recreation suppliers, making it 1) impossible for a private entrepreneur to capture enough of the returns from a recreational activity to cover the costs of the facility or service which he is providing, (e.g. a large wilderness area with many entrances, making it impossible to charge admission from everyone using the area) or 2) inevitable that private sector transactions would impose unacceptable external costs on the society (such as the degradation of a uniquely beautiful site). Further, the society may have some goals which are not compatible with a market-determined pattern of use of facilities and services (e.g. some degree of access to parks for all people regardless of willingness or ability to pay). In these latter circumstances, communities at the local and regional levels may reasonably decide to provide certain types of recreational facilities and services directly.

Public Policy in Public Sector Recreation

Local communities in the Bay Area determine long-range goals regarding recreation. This determination implicitly involves consideration of the

*For example, traffic congestion near a stadium after a sports event is an external cost to people who did not attend the event; or, the beauty of a private golf course is an external benefit to those who enjoy the view without having any part in the financial support of the course.

basic values of the society and the role of a plan in satisfying its needs.

The recreational goals of a community having been determined, they must be ranked in order of importance to make possible a rational allocation of time, money and energy to their attainment. To the extent that individuals' willingness to pay is an accurate indicator of the value to society of different types of recreational facilities and services, analysis of costs and benefits and maximization of total benefits for a given budget provides a basis for the allocation of public resources; the data required for such analysis, however, can be difficult to obtain. Some goals, such as the provision of certain recreational opportunities regardless of ability to pay, may not fit into a purely economic analytical framework and will necessarily call for some subjective judgement in the allocation process.

Finally, the public sector must implement the programs rising out of its goals and priorities for recreation.

A Regional Planning Role in Resolving Conflicting Objectives

There are a number of areas of potential conflict in connection with recreation. A regional perspective is often useful in trying to resolve these questions, such as:

1. The relative importance of public sector and private sector recreation: The debate on this issue will be similar to debate on public vs. private involvement in non-recreation enterprises, with advocates of increased public sector involvement emphasizing such points as the ability of government to take a very long-run perspective and the egalitarian effects of recreation opportunities independent of income and ability to pay, and opponents citing the efficiency advantages of the free market as a supplier of goods and services.
2. Non-recreation alternative uses of resources: This conflict is implicit in all planning choices, and is made more difficult to resolve by the fact that the value of much recreation is difficult to quantify while the value of alternative uses of a resource may be very clear (e.g. the value of recreation use of a park in downtown San Francisco vs. the value of the skyscraper which could be built on the same site).
3. Cost minimization vs. other goals of recreation: In some situations, there may be trade-offs between the cost of recreation facilities and services and qualitative goals of recreation (e.g. park sites at some distance from population centers tend to be cheaper than sites nearer the centers, but the extra user travel required by the former tends to result in increased air pollution and tends to be a barrier to use by low-income groups).

4. Distribution of costs and benefits of public sector recreation among different jurisdictions: Since most public sector recreation projects are at least partially supported by tax money, there is potential for conflict in the use of recreation facilities and services, supported by taxpayers in jurisdiction A, by people from jurisdiction B. (e.g. What fraction of the users of Golden Gate Park live and work outside San Francisco?) While the issues involved are complex, with the appropriate data it would be possible to estimate the degree to which a facility or service supported by jurisdiction A is used by people from other jurisdictions, and vice versa. If a serious imbalance is discovered, special user charges might be desirable, or a combined jurisdiction might be formed to gain tax support from more users (e.g. the East Bay Regional Park District).

The following recreation objectives and policies were developed to assist regional decision-makers in managing available resources to meet the recreation needs of the Bay Area.

RECREATION

The policy material on the following pages was compiled from the ABAG programs, studies and reports listed below. These programs and documents can supplement that policy material when additional detail is desired.

References

- o Open Space Plan, Phase II, 1972
- o How To Implement Open Space Plans (in three volumes), 1973
- o Financing Open Space, 1973
- o Recreation Needs of Minority Citizens, 1973
- o Urban Forestry Applications to Land Use Planning, 1976

The following document was prepared by the East Bay Regional Park District with ABAG's participation:

- o Master Plan for Parks, The East Bay Regional Park District, 1973

RECREATION

OBJECTIVES:

1. To provide park and recreation facilities designed for the citizens of the region, which, because of their size and costs or unusual nature, cannot be provided by local governments.
2. To meet the needs of special groups in the region whose communities are not able to provide adequate opportunities.
3. To supply certain specialized recreational experiences.
4. To maintain and improve the visual quality of the region.

POLICIES:

1. Recreational opportunities should be available in or near urban areas.
2. Priority should be given to protecting open space within and immediately around urbanized areas.
3. Secure public open space while it is available.
4. Improve visual quality of the region.
5. Programs shall be developed to use transit to accommodate an increasing proportion of non-peak period and non-work related trips, including service of high usage recreation areas.
6. Promote the following types of regional parklands:
 - a. Regional Recreation area
 - b. Regional Park
 - c. Regional Wilderness
 - d. Regional Shoreline
 - e. Regional Trail
 - f. Regional Landscape
7. Protect features of land and water areas of critical regional concern for Scenic Resources and Regional Landscapes, such as:
 - a. Characteristic or unique landscape settings (such as coastal headlands, redwood forests, or agricultural valleys)
 - b. Major land forms or landmarks (e.g., San Bruno Mountain, Mt. Tamalpais, Mission Peak)
 - c. Areas within the viewshed of:
 - i. the Bay
 - ii. scenic highways
 - iii. regional transportation corridors
 - iv. communities visited frequently by those from around the region or outside the region.
 - v. major population and activity centers

TRANSPORTATION

The following statement of transportation objectives and policies is adapted from the Regional Transportation Plan prepared by the Metropolitan Transportation Commission. It is included here pursuant to the memorandum of understanding signed in 1973 by ABAG, MTC and the California Department of Transportation, establishing that the RTP was to be considered as the transportation component--and hence an integral part--of the Regional Plan.

It is important to note that transportation policies occupy a position in the Regional Plan that is different from policies in other sections. Health, or housing, for example, are legitimate ends in themselves, and it is possible to develop programs for achieving them independent of (although not without understanding) other regional objectives. There is no similar independent transportation program. Its policies will depend entirely on the overall goals of the Regional Plan.

This idea is corroborated by the State Transportation Board, which adopted the following statement in a recent report:

Transportation is not an end in itself. People do not need it just so they can go somewhere. Transportation is necessary for people to have access to a variety of opportunities--social, economic, community, and recreational--that contribute to a fuller meaningful life.

State Transportation Board, 1977

The purpose of the overall Regional Plan is to explore and identify those opportunities so that the transportation policies in this section can be supportive of their attainment.

TRANSPORTATION

OBJECTIVES:

1. Efficient movement of the people and goods within, to and from the region.

POLICIES:

1. Major urbanized areas and gateways to the region shall be linked by highway facilities.
2. Major urbanized areas shall be served by frequently scheduled trunk line transit service.
3. Major transit service improvements shall be made within congested core areas of the region.
4. Urbanized, rural, and economically disadvantaged areas of the region shall have at least minimum levels of local and feeder transit service.
5. Develop transportation programs that consist of well-coordinated multimodal systems to meet demonstrated travel demands consistent with regional goals.
6. Design transportation programs to reduce dependence on the automobile as a transportation mode.
7. Promote more efficient utilization of existing transportation facilities as an alternative to construction of new facilities.
8. Provide a level of mobility in public transit so that it is more reasonably comparable to that afforded by the privately owned automobile.
9. Promote transit to meet peak-hour travel demands to major activity centers, assuring reasonable comfort and convenience.
10. Increase the speed, frequency and service efficiency of transit to enable it to compete with the automobile as a feasible and attractive choice.
11. Highway planning and investment shall give priority to increasing the ability of existing highways to move people and goods.
12. Provide efficient, convenient and economical interface among different transportation modes and safe, comfortable and attractive facilities at principal transfer locations shall be fostered.

13. Programs shall be developed to induce greater use of transit to meet peak-hour travel demands in major travel corridors including provision of automobile parking facilities at outlying transit stops and bicycle parking where appropriate at all major transit stops, and assurance of adequate feeder transit service.
14. The development of bicycle facilities to achieve access by bicycles throughout the region shall be given a high priority.
15. Provision for transporting bicycles on mass transit shall be encouraged to permit bicycles to function as flexible feeder service vehicles at trip ends.
16. Where major transit need has been established, transit systems may be given precedence for use of portions of highway, street and bridge rights-of-way.
17. Pricing mechanisms and other economic incentives and traffic and parking restrictions shall be considered for appropriate application to reduce automobile use and traffic congestion and improve access in major urban areas consistent with local and regional interests.
18. In those areas where adequate transit service is not feasible, highway investment shall provide a reasonable level of service for travel demands.
19. Pedestrian access shall be given priority as a transportation mode where activity concentration is so high that most convenient access is achieved by walking or limited distance "people movers," shuttles, bicycles, or other pedestrian facilities.
20. Changes in working patterns (such as adoption of staggered or flexible working hours) shall be encouraged in order to reduce peak hour travel demands by spreading them over a broader time base.

PROCEDURES FOR COORDINATION

1. Before approval of new highway facilities, the corridor shall be evaluated for transit rights-of-way needs and for the feasibility of a transit alternative to the highway.
2. To serve and reinforce, through transportation programs, other regional goals, including land use, population, employment, social and urban development and environmental preservation.
3. Transportation programs shall be designed to provide service capacity which corresponds to the travel demand generated by approved regional activities.

4. Transportation programs shall be coordinated with and consistent with planned regional growth and development plans.
5. Transportation systems shall be used as a means of guiding regional development according to the policies of regional land use agencies.

Three sections of the Policy Chapter of the Regional Transportation Plan are not included in the ABAG Transportation Element. The paragraphs below explain how the policy statements in those sections are reflected in the Regional Plan.

SOCIAL ENVIRONMENT

The statements in this section speak largely to social and economic conditions that must be considered when selecting alternative transportation programs. In the Regional Plan, these concerns are the basis of the assessment and evaluation process, in which actions in one functional program are investigated in terms of their impacts on others. The criteria for such an assessment process are included in the Procedures chapter of this Regional Plan.

SPECIAL TRANSPORT ELEMENT

These statements pertain mostly to aviation policies as expressed in the Regional Aviation Systems Plan. ABAG and MTC are updating that plan this year; when that work is completed, its policies shall be included in the Regional Plan.

POLICY IMPLEMENTATION

These policies speak to operating procedures of the Metropolitan Transportation Commission. Those procedures that affect the functioning of comprehensive regional planning are included in the discussion on "governmental organization" in the introductory chapter of this Regional Plan.

HEALTH

Findings

Regional Problems and Opportunities

The Bay Area has an unusually high level of health care available, and most populations are well served. The physician-to-population ratio in San Francisco, for example, is one of the highest in the world. The Bay Area also has three medical schools and is a center for research and the growing new bio-medical engineering industry. In addition, local governments have taken an active role in meeting community health needs. In general, the quality of health care is high.

Despite this abundance, however, there are persistent problems in the health sector. Some of these are described below:

1. Costs

Health costs have risen at an alarming rate, nearly double that of the consumer price index. In 1977, health costs rose more than 8% above the national rate of inflation. Many consumers are not protected by insurance for routine health services or catastrophic illness. Local governments sometimes must bear heavy costs as the payor of last resort and health outlays are substantial items in county government budgets.

Excess hospital beds cost money to maintain - \$35,000 a year per bed, by one estimate - and on average only 65% of Bay Area hospital beds are used. Hospitals are also competing with each other for costly specialized services and equipment to expand their market share.

2. Access

Despite the abundance of health resources some populations are still poorly served. Financial barriers are the biggest problem. A recent study in Alameda county showed black children on welfare had four times as many hospital days for upper respiratory illness as did white middle class children. Lack of transportation also effects some. Many families have only one car. The poor and the aged are especially dependent on public transportation. Most Bay Area counties have rural areas with few, if any, health resources.

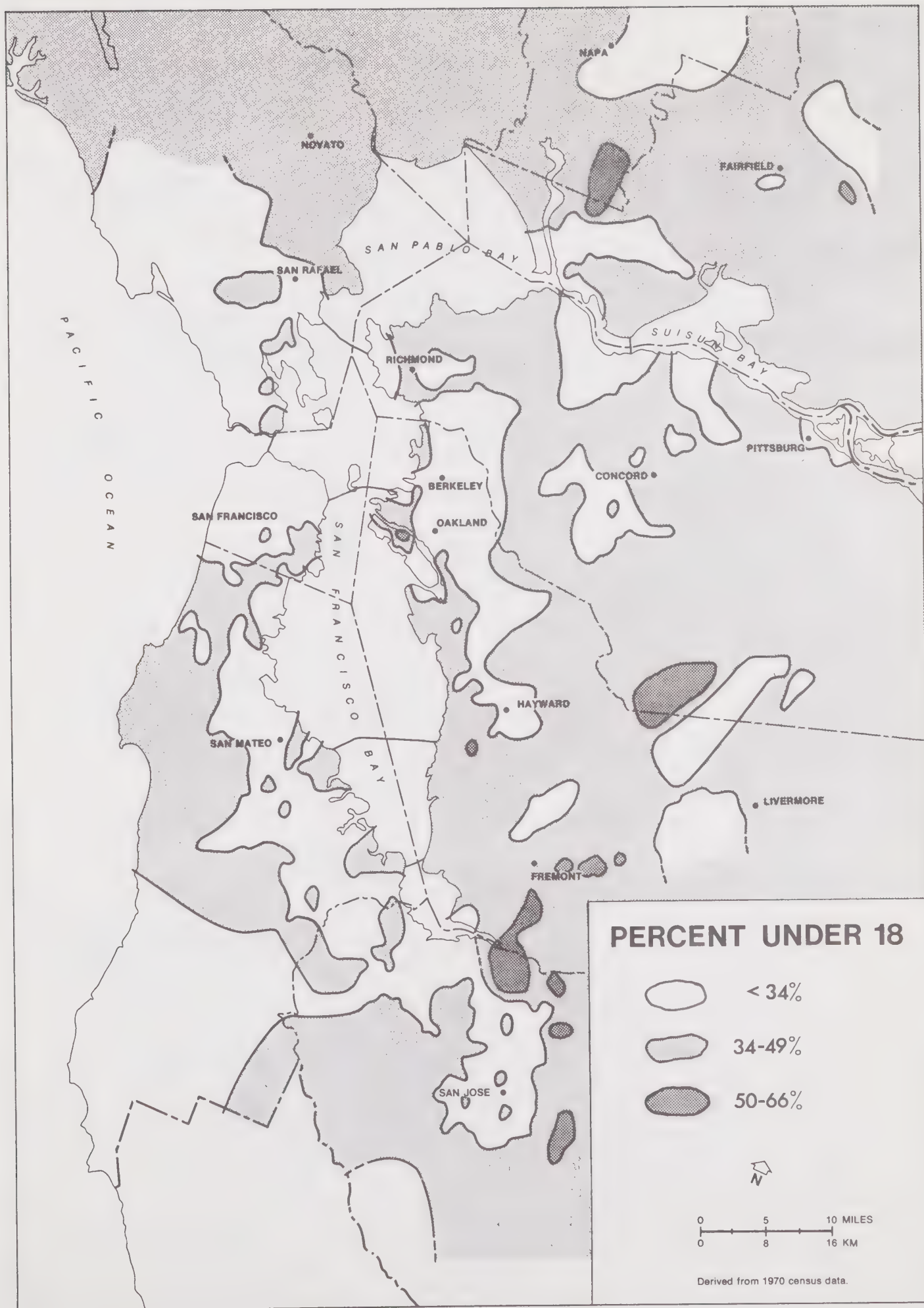
3. Maldistribution

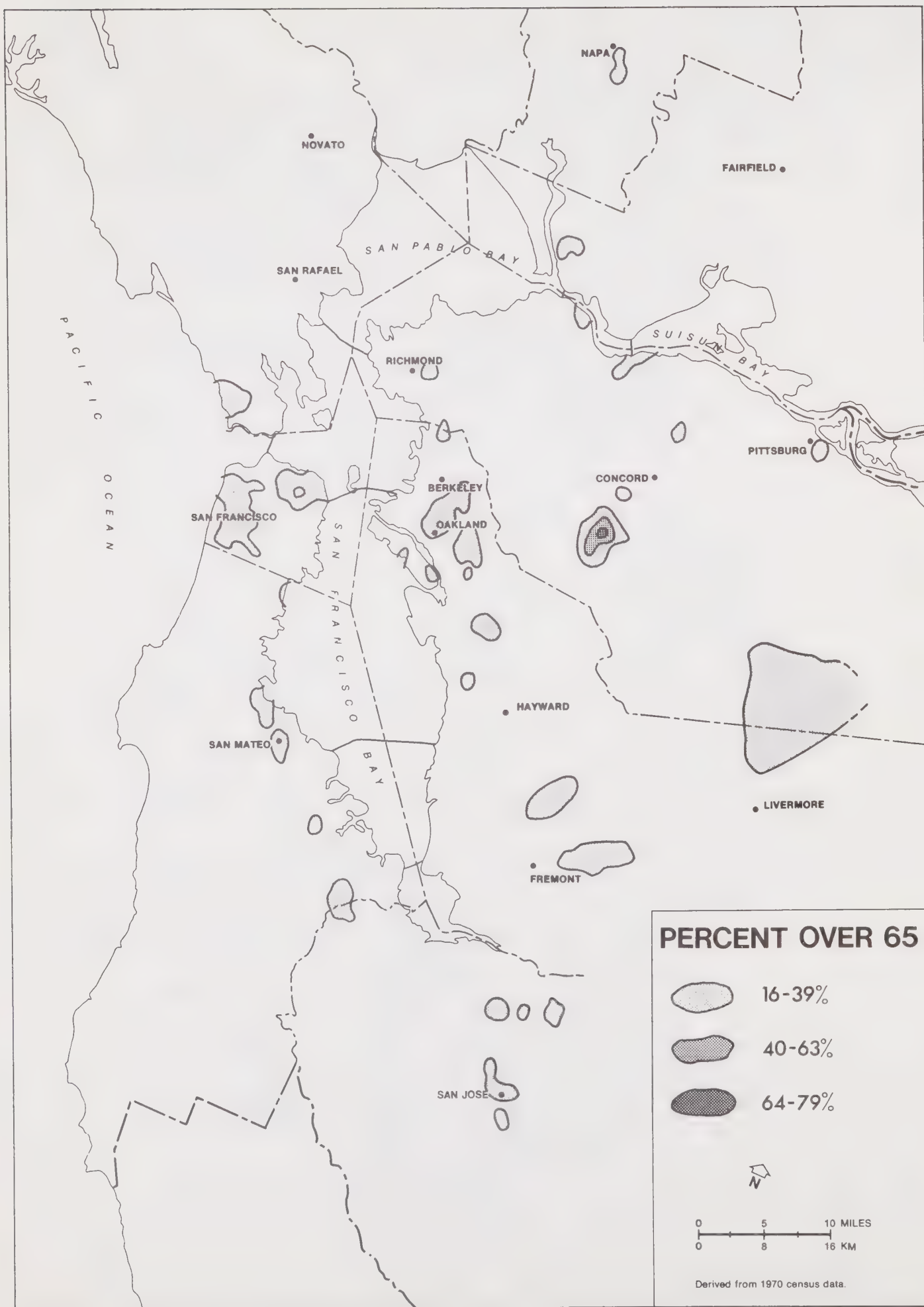
The distribution of hospitals and health practitioners is not in balance with many of the region's needs. Resources are increasingly attracted to suburbs, a trend which may have an adverse effect on central cities like San Francisco, Oakland, San Jose, and Vallejo.

In addition, the burden of caring for the old and the mentally ill is not shared equally across the region. Right now there are more San Francisco residents in nursing homes out of that city than in it. The State policy to care for the mentally ill in community instead of State hospitals has resulted in ghettos of mentally ill and residential care homes in certain communities, while others are not affected.

4. Social and Economic Problems

Health is one of the Bay Area's largest industries, a service industry with many jobs. It is a major employer of minorities. The question of keeping hospitals in central cities versus decentralization to the suburbs is more than a question of efficiency versus access. It is also a racial and economic question, and is related to the continuing vitality of the central cities.





HEALTH

The policy material on the following pages was compiled from the programs, studies and reports listed below. These documents can supplement the respective policy areas for which additional detail may be desired.

Since most of these policies were adopted, new Health Service Agencies have been established for four different parts of the Bay Area. They will be responsible for adopting new health policy. If that policy is endorsed by ABAG, it may be included in the Regional Plan.

References

- o Areawide Health Facilities and Services Plan, BACHPC, January 1973
- o Proposed Joint Planning Program, ABAG-BACHPC, July 1974
- o Human Services in Bay Area Cities, ABAG, November 1976
- o Bay Area Resource Directory for Behavioral Emergencies, ABAG/EMS, July 1977

HEALTH

OBJECTIVES:

1. Reduce or eliminate barriers to equality of access to health services such as economic, social, racial, ethnic, age, sex, health status.
2. Provide equal access to comprehensive health services.
3. A comprehensive drug abuse treatment and prevention program accessible, available, and acceptable to all Bay Area residents.
4. A comprehensive alcoholism treatment and prevention program accessible, available, and acceptable to all Bay Area residents.

POLICIES:

1. Promote access to health services for consumers through an improved transportation system.
2. Encourage the reimbursement of reasonable and necessary expenses of participating in health planning and policy-making activities for consumers who require such assistance.
3. Encourage consistent quality of care regardless of consumers' ability to pay.
4. Encourage appropriate public and voluntary agencies to take the initiative in funding programs to overcome the causes of medical service.
5. Consumers should have a major voice in all health planning and policy decisions.
6. Promote consumer education in healthful family life habits and in the appropriate and timely use of health services.
7. Encourage the provision of broad-based orientation and education programs for consumer and provider volunteers on planning and policy-making boards.
8. Encourage the participation of all levels and types of providers, both professional and non-professional, in health planning and policy making.
9. Encourage the provision of broad-based orientation and education programs for consumer and provider volunteers on planning and policy-making boards.
10. Encourage the participation of all levels and types of providers, both professional and non-professional, in health planning and policy making.

IMPLEMENTING ACTIONS - ABAG

Service

- Coordination of Emergency Medical Services (EMS)
- Encourage counties to develop alcoholism and drug abuse prevention programs according to guidelines developed by the Bay Area Comprehensive Health Planning Council in 1973.

Review

- Require that all applicants for publicly funded programs demonstrate the substantial involvement of representatives of the populations to be served in the planning and decision-making process.

V.

REGIONAL STRATEGIES

Regional strategies represent a new dimension of the plan aimed at developing unified sets of actions that can implement multiple objectives. They are individual programs that touch partially on all aspects of the Regional Plan.

This approach contrasts substantially with the policies and implementing actions in the previous section of the Plan. Those statements center around single objectives, and the actions they prescribe, while specific, are limited to those objectives alone. For example, a program for housing looks at many ways of providing housing, but it does not pretend to deal with problems of environmental quality. A strategy, on the other hand, approaches regional problems by forming a unified package of actions, such as the management of a particular resource, and applying it to all objectives. The result responds to many objectives, although it doesn't do a comprehensive treatment of any of them.

These two approaches - one exploring all possible actions to deal with one specific problem, the other identifying single programs to deal with many problems - are complementary to each other. Both are necessary in a regional plan that looks carefully at individual concerns but that acknowledges the reality that implementation on a day-to-day basis necessitates actions that deal with more than one problem at a time. These two approaches together constitute a comprehensive planning process.

Some Examples of Strategies

A planning strategy is a set of implementing actions designed to carry out a number of plan objectives. Some of those that ABAG has adopted in the past consist largely of broad land use and development actions (such as the "city-centered" concept). Sometimes they are built around the comprehensive management of the single resource, such as water; sometimes they address a single aspect of all plan objectives, such as the need to expand equal opportunity to all Bay Area residents in achieving social and economic benefits of the region. These are strategies because they have certain qualities in common: they are not ends in themselves but means to an end, and they all implement more than one objective. By transcending the individual objectives such as housing, or environmental quality or economic development, or recreation, they contribute to implementing all of them.

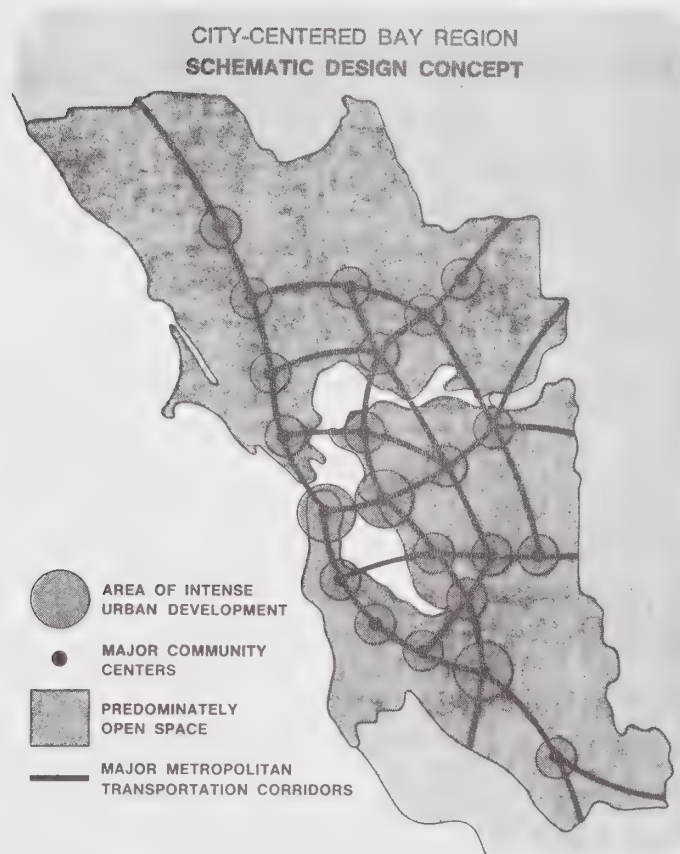
REGIONAL STRATEGIES

The following region-wide planning strategies are collected from existing regional planning programs. They are included here to supplement and to unify the recommended actions in the preceding policy chapters. They will be reviewed for possible amendment in 1978.

A. URBAN DEVELOPMENT

1. The Bay Area and its communities should be organized into a City-Centered Region.
2. Accordingly, urban growth in the region should be guided into or around existing or new communities in accordance with the broad framework proposed in this Plan.
3. Living, working, and shopping within the same community should be planned and promoted by all levels of government and the private sector. To make this possible, a wide range of well-serviced residential units convenient to urban centers of employment will be required. The need for long commuting should be reduced.
4. Urban development should be organized to promote communities of sufficient scale to attract and support a wide range of convenient services and facilities and to provide focal points for wider regional identification.
5. Policies for open space, water sewage, and transportation should be coordinated to guide the timing, location, growth, and, wherever necessary, the limits of urban development.
6. Legislation should be encouraged by which to guide regional patterns of growth and development.
7. Communities should evolve through the organizing and strengthening of existing developed parts of the region and through the addition of planned new communities. Open space should be selectively acquired or reserved through development rights for the purposes of shaping and serving urban growth in accordance with the policy for a City-Centered Bay Region.
8. Controlled development areas should be located around the urban fringe of each community to provide, if needed, holding zones to permit the orderly extension of urbanization or the creation of new communities. Land scheduled for early use should be released in units of neighborhood size or larger, and unified planning and design concepts should be applied in order to prevent wasteful, unattractive, and ecologically damaging scattered development.

REGIONAL URBAN DEVELOPMENT STRATEGY



9. Each community should center around a core of intense activity where commercial, governmental, cultural, recreational, health, and educational services are provided.
10. Existing community centers which are becoming blighted should be rebuilt through coordinated policies and programs at all levels of government. This rebuilding should involve both private and public interest.
11. The Association should develop the regional fiscal and developmental plans and programs needed to assist in the evolution of strong community centers.

(Regional Plan 1970:1990)

B. NEW COMMUNITIES

1. All levels of government should foster and assist in the development of entirely new planned communities or the planned expansion of some existing small settlements into new communities. The plans for these new communities should support the objectives for a City-Centered Region. When fully developed, they should contain at least 100,000 people and should provide employment opportunities in proportion to the number of resident workers. New communities should be served by regional rapid transit and freeway facilities. Sites for this kind of development should be reserved at an early date.

(Regional Plan 1970:1990)

C. OPEN SPACE

1. Planning and management of the regional open space system is a prime responsibility of the Association.

The region should, in anticipation of future needs, secure the public open space that is needed while it is available.

First priority should be given to securing open space within and immediately around the urbanized space as depicted in the Regional Plan diagram.

2. Open space should be planned and managed to serve more than one function at the same time. These functions include managed resource production; natural and human resources preservation; human, health, welfare and well-being; public safety; intra-regional communication and service corridors, open space reserves (to maintain future options), and city-forming purposes.
3. Land preserved in open space for future controlled urban development should be released beyond 1990 as development pressure grows. The extent of the pressure should be determined at the local and regional levels. This land should be left in open uses for as long as possible or be included as part of the permanent open space system.
4. The Association should continue its development of open space policies through a continuing inventory, analysis, and evaluation of open space resources and needs.

(Regional Plan 1970:1990)

D. HUMAN RESOURCES DEVELOPMENT

1. The human side of a City-Centered Region should consist of a physical, social, economic, and cultural environment which maximizes the opportunities for all segments of the population to develop their potentials.
2. Accordingly, all levels of government and the private sector should seek to identify and meet existing problems and to create opportunities for all the citizens of the region.
3. The Association should explore and develop regional policies for human resources development pertaining to health (both personal and environmental), education and recreation.
4. The Association should provide the forum to be used for communication among regional agencies dealing in physical and socio-economic programs and for the coordination of physical, social, and economic policies.
5. Residents of the region should be encouraged to help in setting goals and develop plans for programs that have a direct impact on their lives.

(Regional Plan 1970:1990)

E. EQUAL OPPORTUNITY

1. Citizen participation and input in regional decision making. Alienation must be avoided. Minorities, especially poor minorities, tend to have minimal participation in the political process at all levels. They should be brought into the areas of political decision making as much as possible.
2. Economy/efficiency through units of government that deliver effectively such services as sanitation, police and fire protection, recreation, as well as health and welfare services.
3. Legitimacy. In order for the preceding values to be maximized in a system of regional governance, the system must be perceived as legitimate. This can only come about if the economic and social needs of low income and minority people are made an explicit part of regional objectives, policies, and actions.

(Approved May 18, 1978)

SUBREGIONAL PLANNING

Introduction

ABAG conducts subregional planning and analysis in order to apply regional policies, objectives and strategies to conditions, trends, and activities unique to different parts of the region. Policies and objectives are long-range, apply regionwide, and are directed at achieving a single purpose (e.g., to provide housing or to improve transportation). Subregional planning is short-range in nature and focuses on determining what actions are necessary to implement long-range regional policies. Since implementing actions for different policies may conflict with one another, subregional planning may entail making trade-offs or establishing priorities.

This chapter presents a new framework for subregional planning at ABAG. Based on the identification of regional issues and opportunities throughout the region, fifteen subregional planning areas have been delineated. Since the issue statements describe how development activities in one area may relate to those in other areas, and since different issues may affect all or part of a planning area, it cannot be assumed that the issues can be resolved by determining what implementing actions are appropriate for one area. For this reason, the identification of planning areas should not be viewed as carving out finite geographical limits. As perceptions of issues change, the areas themselves may change. The areas simply serve as a vehicle to identify clusters of issues where the resolution of one issue may bear on another. The planning areas are based on a broader range of issues than transportation corridors, which until now have provided the framework for subregional planning studies.

By concentrating on interrelated issues at the subregional level and by initiating subregional studies to resolve these issues, subregional planning becomes a comprehensive planning activity. By making trade-offs or establishing priorities among the different regional policies themselves, policies may be implemented in a way that accounts for different conditions throughout the region.

In discussing each subregional planning area, the following format is utilized:

- 1) General Conditions: Descriptive data about existing conditions and trends, designed to give the reader a broad overview of the area. This subsection provides only summary information.
- 2) Regional Issues/Opportunities: This subsection consists of an identification of issues, problems, and aspects of development activities which relate to existing regional policies and objectives.
- 3) Existing Regional Position: Based on the actions of ABAG's Executive Board, this section consists of a listing of major policy positions which relate to the issues/opportunities listed above. For some areas (e.g., the San Mateo Coast), Executive Board has approved a comprehensive set of implementing actions. For other areas, policy actions from major A-95 recommendations are listed. For still others, there is no position

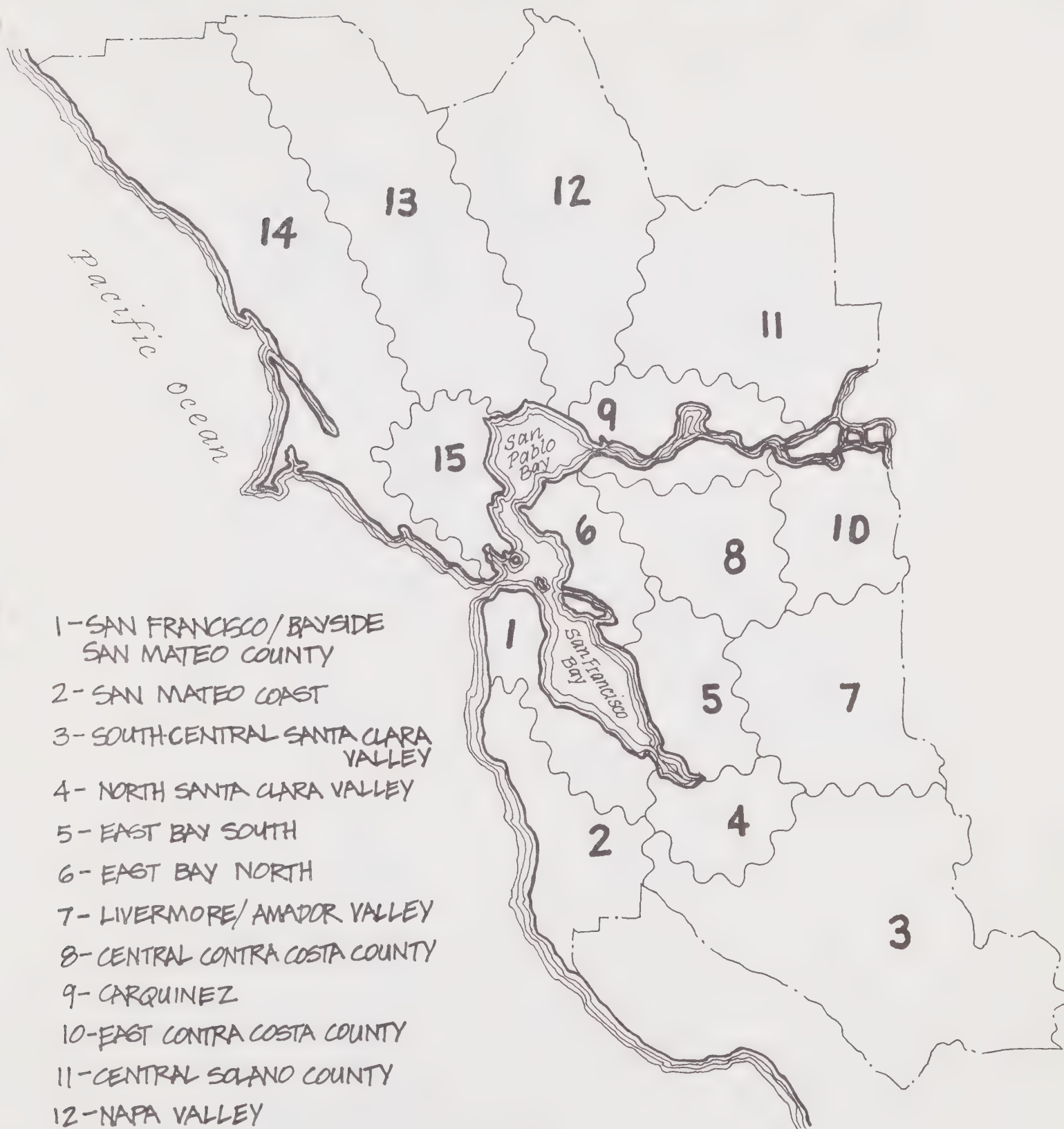
statement because Executive Board decisions have not addressed the problems identified in the statement of issues/opportunities. Since it is the intent of this subsection to illustrate how ABAG has applied regional policies to those areas in the past, references to specific projects and jurisdictions have been deleted. References to projects and jurisdictions remain where the position statements were developed through a regional-local planning study (corridor studies) with full participatory opportunities for all interested parties.

A major benefit of incorporating a subregional perspective into the Regional Plan is to more clearly articulate ABAG's position on how development can occur consistent with regional policies. In the past, local agencies, service districts, and land developers have had difficulty interpreting how broad regional policies apply to various parts of the region.

Intended uses of this framework include:

- Existing Regional Position statements illustrate how ABAG has applied regional policies to these areas in the past. The contents of this subsection will be amended annually to add the most recent project review recommendations of Executive Board.
- The Regional Issue/Opportunities statements will serve as an expression of regional significance; i.e., project reviews at ABAG will focus on the relationship of the projects to these issues. There is little understanding of why certain projects, plans, and developments are deemed to be of regional significance. As perceptions of issues change, these statements will be revised.
- The planning areas themselves can serve as units for future subregional planning studies. In the past, these studies have occurred in terms of transportation corridors. Future studies, which involve both local and regional agencies, may occur through the study of one or more subregional planning areas. As these studies serve to refine the issue statements and to develop comprehensive position statements, the areas themselves can be defined more specifically as detailed analyses are undertaken.

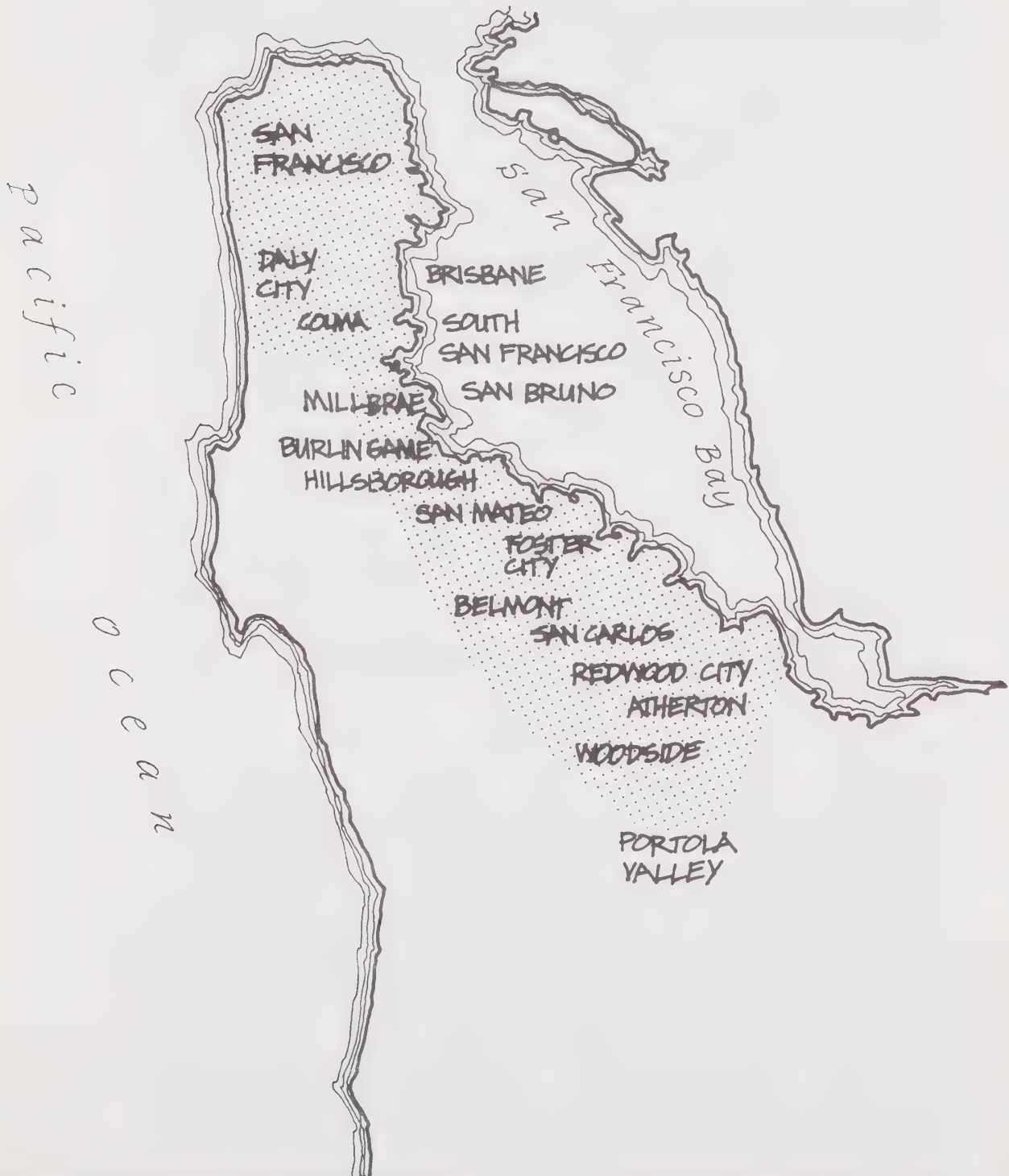
SUB-REGIONAL PLANNING AREAS



- 1-SAN FRANCISCO/BAYSIDE
SAN MATEO COUNTY
- 2-SAN MATEO COAST
- 3-SOUTH-CENTRAL SANTA CLARA
VALLEY
- 4- NORTH SANTA CLARA VALLEY
- 5-EAST BAY SOUTH
- 6-EAST BAY NORTH
- 7-LIVERMORE/AMADOR VALLEY
- 8-CENTRAL CONTRA COSTA COUNTY
- 9-CARQUINEZ
- 10-EAST CONTRA COSTA COUNTY
- 11-CENTRAL SOLANO COUNTY
- 12-NAPA VALLEY
- 13-CENTRAL SONOMA COUNTY
- 14-NORTH COAST
- 15-URBANIZED MARIN COUNTY

ASSOCIATION OF
BAY AREA GOVERNMENTS





1 San Francisco/ Bayside San Mateo County Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



SAN FRANCISCO/BAYSIDE SAN MATEO COUNTY
PLANNING AREA

- I. GENERAL CONDITIONS: This area includes San Francisco and all cities in San Mateo County except Pacifica and Half Moon Bay which are included in the San Mateo Coast Planning Area. The San Francisco/Bayside planning area consists of a number of diverse communities where existing conditions are linked together because of their relationship to several common regional issues, principally the impacts of future development of San Francisco International Airport.

San Francisco continues to be the most prominent center of the region's economic, administrative, and cultural activities. In 1975, total jobs in San Francisco (26% of the regional total) still exceeded total jobs in either the urbanized East Bay or Santa Clara County. Over 40% of San Francisco's jobs were in government, business, institutional and personal service industries. Additionally, over half of the region's finance, insurance, and real estate jobs were in San Francisco. While these industries and retail trade appear to be relatively strong and may in the future represent a higher proportion of jobs in San Francisco, various blue-collar industries--port-related wholesale trade and commerce, manufacturing, and warehousing--appear to be declining. In San Mateo County, wholesale and retail trade provides the greatest number of jobs followed by manufacturing and construction, services, and government. Transportation and utilities jobs comprised only 14% of total jobs in 1975, yet this percentage is greater than that for any other Bay Area county.

Although total population in San Francisco has declined and is projected to decline in the future, this city has one of the more socially diversified populations in the region. Upper income people continue to reside in a number of well-established neighborhoods and more recently in condominium developments throughout the city. About 10% of all families had incomes below the poverty level in 1970 and median family income was the third lowest of all Bay Area counties. The city is populated by large concentrations of blacks and Hispanic people and has by far the largest population of Asian-Americans in the region. About 14% of the population is 65 years of age and older; this percentage is the highest regionwide. With a large low-income population it should be noted that over 17% of the 1970 housing stock was physically substandard and/or overcrowded. Between 1970 and 1976 unemployment increased by 119%; yet job growth occurred at a rate similar to that of the region.

San Mateo ranks second highest of all Bay Area counties in median family income and has the smallest percentage of families with incomes below the poverty level. In 1970, Hispanics constituted

the largest minority group, 11% of the total county population. Compared to San Francisco, household sizes are larger and the proportion of residents under 19 years old is twice as great. Between 1970 and 1976, unemployment doubled in San Mateo County; job growth occurred at a rate slightly less than in San Francisco. The County had the second fewest substandard housing units of all counties in 1970, while the 1975-76 per capita assessed valuation ranked highest regionwide.

Throughout this planning area there is limited vacant land to support future population growth. Most vacant residential land is located in hillside areas which lack urban services and where environmental conditions may preclude all but very low density and high cost units. Foster City and Redwood Shores appear to be the only bayside communities with vacant land to support substantial new residential development. Nevertheless, new development may occur in other ways:

- 1) Residential growth in San Francisco is occurring through new construction at scattered sites and in redevelopment areas. A variety of housing redevelopment, conservation, and improvement programs are also underway for low- and moderate-income households. San Francisco has provided public and subsidized housing for the last forty years and can make more housing units available for lower income people than can be funded through Federal programs (CDBG) at the present level of Federal assistance. Economic growth may occur as a result of market trends which appear to favor the concentration of office and retail activities in San Francisco and through economic development (e.g., for the port facilities) and redevelopment (Yerba Buena and India Basin) projects.
- 2) In bayside San Mateo County, airport-related commercial and industrial activity offers significant opportunities for future economic growth. The Port of Redwood City is also in the process of formulating development alternatives; sites in Brisbane, Burlingame, and San Mateo are being considered for a new convention center. With respect to residential growth, redevelopment agencies have only recently been created in several San Mateo County cities. The County Housing Authority is currently operating to expand housing opportunities for low- and moderate-income people. Isolated vacant parcels are available to support new housing and residential development may densify elsewhere.

This area is served with a highly developed transportation system: highways, transit, rail and the airport. Peak hour congestion occurs on many major highway facilities in San Francisco and along Highway 101 in San Mateo County. Within this area, the most dominant commute flow is from San Mateo north to San Francisco at a volume greater than flows from Alameda, Contra Costa or Marin Counties. A variety of transit services are available both in San Francisco and San Mateo County and these services will likely be improved and/or expanded in the future. Transit use in San Francisco by far exceeds that anywhere else in the region.

Generally, the existing and planned capacities of water and wastewater facilities appear adequate to accommodate short-range needs. Although water supplies were scarce during the drought, the capacities of facilities seem adequate. New supplies (e.g., Hetch Hetchy) may be needed to serve long-term needs in bayside San Mateo County. Wastewater capacities (existing and planned) appear adequate to meet long-range needs.

Four environmental concerns seem preeminent: 1) the area's sensitivity to seismic activity, 2) existing air quality conditions where carbon monoxide, oxidant, and particulates emissions exceed State and Federal standards (e.g., the Federal oxidant standard was exceeded on 20 days in 1974 at the BAAPCD's monitoring station in Redwood City) even though it is recognized that air pollution in this area is hardly as severe as in other parts in the region, 3) noise and air pollution related to airport activities, and 4) the need to maintain scenic amenities and provide recreational opportunities in proximity to urban populations (e.g., San Bruno Mountain).

- II. REGIONAL ISSUES/OPPORTUNITIES: The issue which has received most public attention in this area is the airport, specifically: 1) the extent to which airport capacity may be increased to serve future passenger and cargo traffic needs, 2) the extent which airport operations cause adverse environmental impacts (air, noise) on existing and planned residential use, and 3) the extent to which transit access to the airport can be increased. With or without an expansion of airport facilities, the airport could induce economic growth and jobs, an important source of public revenues in San Mateo County. San Francisco also derives revenues from the operation of the airport facilities.

Other regional issues include:

- 1) Economic Development--Although this area has a strong and diversified economic base, present tax laws encourage cities to compete for revenues from many economic activities. As some jurisdictions are successful

in attracting industry, thereby building a strong, non-residential tax base, other jurisdictions face increasing public service costs without the fiscal benefits derived from industry. Since San Francisco has housing, public facility, and social service needs which by far exceed those of neighboring jurisdictions, its ability to meet these needs may be diminished by the suburbanization of economic growth.

In an area of recurring unemployment (San Francisco), the suburbanization of lower paying jobs adversely affects disadvantaged populations who are less able to afford commuting, and/or unable to find adequate low cost housing in suburban areas. With transportation systems (especially transit) planned to serve suburban commuters who work in San Francisco, increased coordination between major transit operators would appear necessary to make job opportunities in San Mateo County more accessible to transit users from San Francisco. Diversified housing opportunities in areas near suburban job centers and the success of economic development and redevelopment programs which function to maintain and strengthen the diversification of San Francisco's economic base would also have remedial effects in providing jobs in proximity to lower income populations.

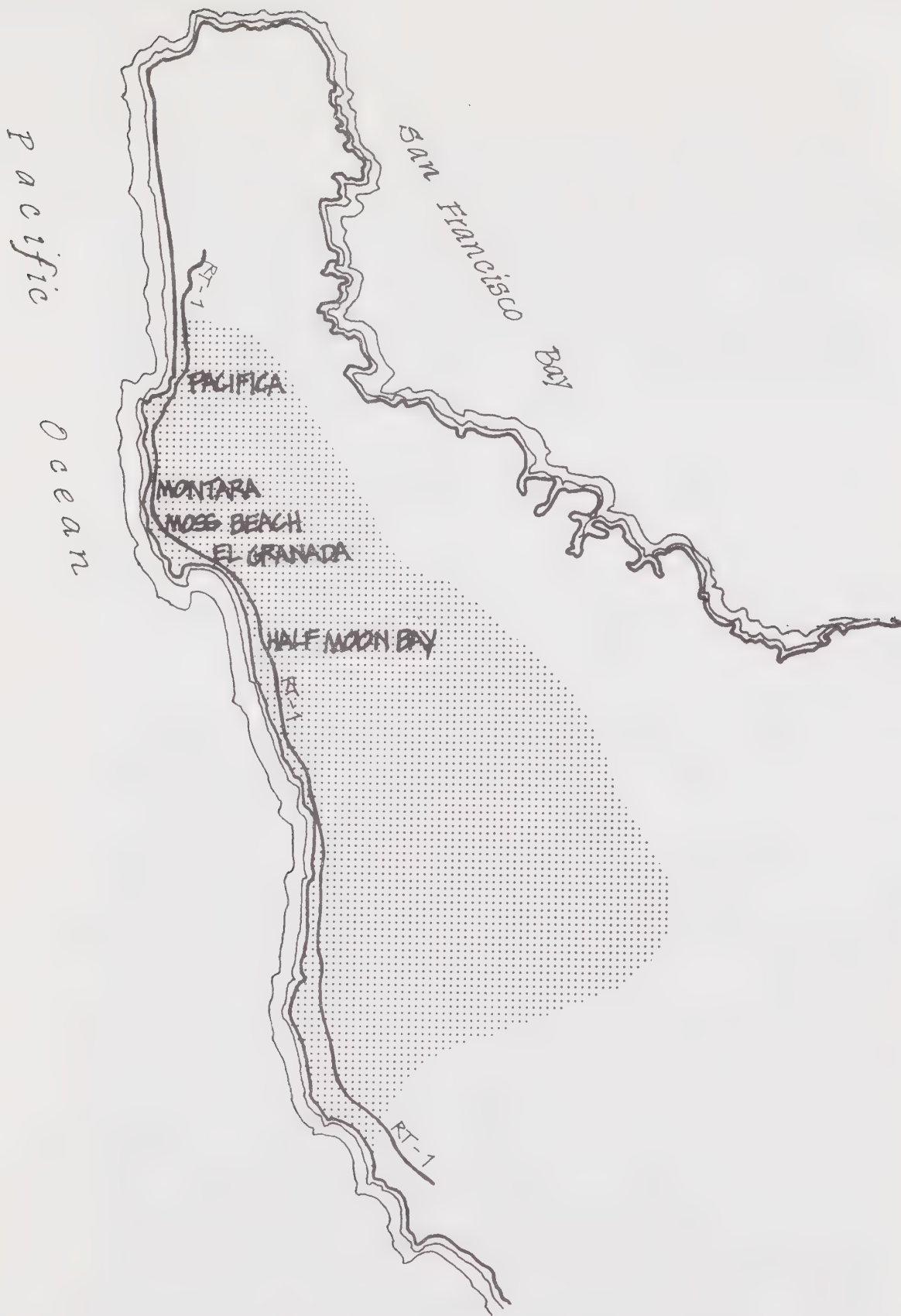
The other side of the economic development issue relates to the growth of San Francisco as a white collar employment center which makes it the destination of commuters regionwide. Deteriorating air quality and increased energy consumption regionwide are the two most notable effects associated with long-distance automobile commuting from suburban areas.

- 2) Housing--As an area with great numbers of low-income families, housing needs clearly merit attention. Although it is generally recognized that the level of Federal assistance is inadequate to address the scale of housing problems that prevail, this appears to be especially true in San Francisco where housing issues are particularly complex and involve the poor, racial and ethnic minorities and the elderly. All cities in this area appear to provide low- and moderate-income housing commensurate with available subsidies; in fact, San Francisco with very well developed housing and service delivery mechanisms is willing and able to provide for more than can be funded at the present level of Federal assistance. In viewing low- and moderate-income housing opportunities in relation to job growth it would seem especially important that efforts to provide these opportunities continue as employment opportunities expand in this area.

It should be recognized that while the low- and moderate- income housing issue is critical, maintaining and expanding housing opportunities for middle- and upper-income people would also have great value due to the proximity of jobs and the availability of transit. The cost of housing and the limited supply of available land are primary factors which may limit residential growth, although land use decisions such as downzonings may have the same effect. Infill, conversions, densification and condominium development could serve to increase housing for all segments of the population, although public sentiment may be opposed to such changes in some communities. Opportunities for new housing may also be limited by environmental constraints or may conflict with the need for expanding other uses, facilities, or amenities.

- 3) Transportation--To some extent transportation issues have been discussed above in relation to the airport, housing and economic development. Other transportation issues also merit attention as they relate to development both in this area and others:
 - i) the need to provide access to recreational facilities on the coast while protecting its unique resource values.
 - ii) the need to increase transit use and capacity to employment centers as job opportunities expand and residents from other areas continue to commute via the automobile. One immediate problem is the possible discontinuation of Southern Pacific service which runs between Santa Clara County and San Francisco and the present need for public subsidies to increase ridership.
 - iii) the need to provide transit to new employment centers both within this area and as employment growth occurs elsewhere.
- 4) Water Supply--With most of Bayside San Mateo County purchasing water from the San Francisco Water Department, efforts to expand water supplies to meet the long-range needs of the Bayside will depend on cooperative institutional and financial arrangements between SFWD and service districts in San Mateo County.

III. EXISTING REGIONAL POSITION: Past actions of the Executive Board have not addressed the range of issues/opportunities described above, hence there is no position statement for this planning area.



2

San Mateo Coast

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



SAN MATEO COAST PLANNING AREA

- I. GENERAL CONDITIONS: The San Mateo Coast planning area contains a wealth of environmental resources: (1) existing and potential recreational sites, (2) soils which are capable of supporting specialty crops which depend on the coastal climate, (3) unique plant species and animal habitats, (4) wetlands, and (5) scenic views. Agriculture is the major industry on the Coast, and an analysis of national demand patterns and recent trends in San Mateo indicate a large growth potential for horticultural production.

The coastal communities of Pacifica and Half Moon Bay and nearby unincorporated areas have traditionally developed as residential suburbs. In 1970, 75% of the resident labor force held jobs outside of this area while 45% of the coastal jobs were held by residents who commute in from other areas. Employment growth has occurred mainly in response to population growth with retail trade, services, and local government showing the largest increases in employment between 1965 and 1970.

As demand for housing increases, residential development may occur in environmentally sensitive areas. In Pacifica, most of the flatlands are now developed and most available residential land is located in hillside and ridgeland areas. In and around Half Moon Bay, undeveloped land is in agricultural use and/or has prime agricultural soils. Outside of existing urbanized areas, most land remains undeveloped. The County's current zoning ordinance allows only very low density residential use in these areas due to the presence of lands with steep slopes, agricultural preserves, flood plains, seismic activity zones, existing and potential recreational uses.

The availability and use of most public facilities pose problems in this area. State Highway One, a major access route for both commuters and recreationalists, is considered unsafe and is expensive to maintain in good operating condition. Transit service has only recently been initiated between the bayside and the coast, and service is limited. Wastewater facilities in unincorporated areas discharge through outfalls in proximity to a marine reserve, although new facilities are planned to remedy this problem. Water supplies are limited in agricultural areas and can accommodate only limited, if any, population increase in Half Moon Bay and nearby unincorporated communities.

- II. REGIONAL ISSUES/OPPORTUNITIES: The central issue on the San Mateo Coast is the extent to which new urban development can be accommodated without degrading the environmental resources of this area.

Coastal areas of the region provide valuable physical resources which can't be duplicated elsewhere. While many resources are extremely vulnerable to degradation by urban activity, the value of recreational opportunities can only be realized by providing safe and adequate access in order to provide for active use.

Local policies favor increased highway capacities. Regional analysis, however, has shown highway capacities to be adequate to serve both commute and recreational travel demands. Highway facilities should be improved to increase operational efficiency and safety but expanded capacity does not appear necessary to achieve these ends. The lack of parking facilities, not highway capacities, is viewed as the major constraint to increased use of recreational resources. Increased transit service, while difficult to provide, could also increase access to recreational areas.

The relationship between the capacity and area served by public facilities is also important if resource values are to be preserved. Within urban areas, resources areas (prime agricultural land, ridgelands) are subject to development pressures. Adjacent to coastal communities, both local and regional policies serve to limit the extent of urbanization which could occur. Since a number of projects (water, wastewater, transportation) may be proposed which could provide capacity to induce population growth in sensitive areas, extensive mitigation may be necessary to protect these resources.

Another issue of interest is institutional. The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Governmental and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues (e.g., access to the coast) differs from that of the Coastal Commission, hence recommendations to implement general policies may differ slightly.

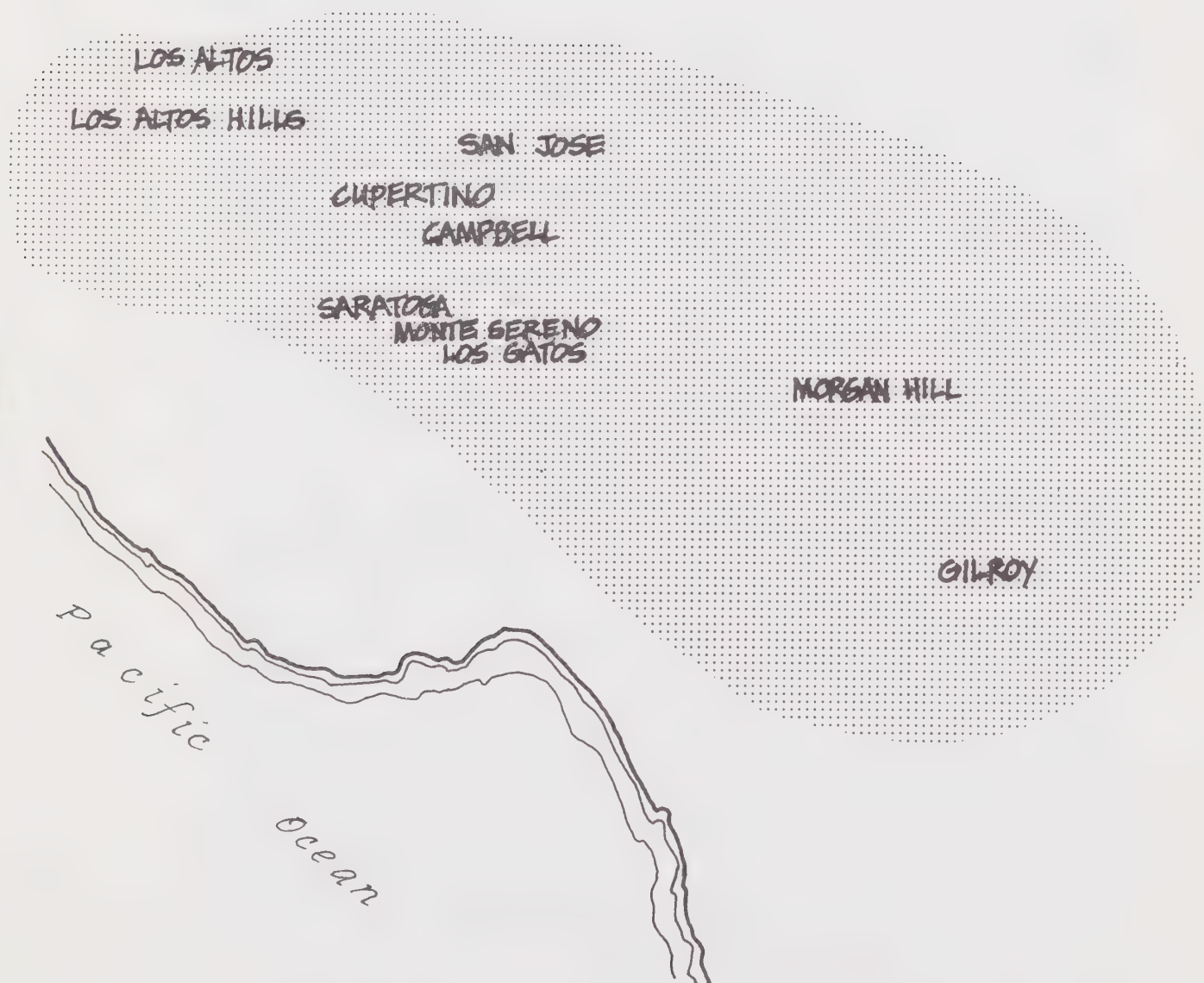
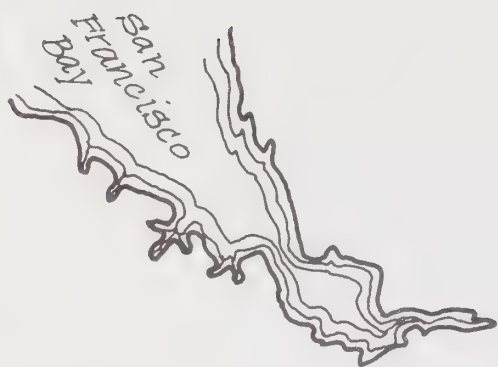
- III. EXISTING REGIONAL POSITION: This position statement, which addresses most of the issues/opportunities statements above, consists of policies and implementing actions approved by Executive Board and the Metropolitan Transportation Commission in 1975 as a result of the San Mateo Coast Corridor Evaluation, a subregional planning study undertaken jointly by both agencies. The approved recommendations provide an extensive set of review criteria to evaluate proposals to improve key public services (water, wastewater, transportation) and a series of recommendations to other agencies who regulate development and provide services in this planning area. Since this position statement is the product of a comprehensive study, with local government and citizen involvement occurring throughout the planning process, the summary of actions listed below refer to specific communities, agencies, and projects.

The approved actions emphasize the need to coordinate the provision of public facilities with land use decisions to provide for higher density and compact development in urban areas and to preserve the coast's natural and scenic resources, including prime and economically productive agricultural land. Transportation improvements would be made by increasing transit and improving the efficiency and safety of the road system. Increases in highway capacity would be considered after 1990. Key implementing actions are listed as follows:

1. ABAG would review regionally significant development proposals that could (directly or indirectly) induce new development beyond San Mateo County's Phase I Urbanization Areas or the corporate limits of Pacifica or Half Moon Bay.
2. ABAG would recommend approval of public service improvements beyond the corporate limits of Half Moon Bay, Pacifica and Phase I Urbanization Areas only if assurances are given against degradation of natural resources.
3. MTC would not approve the use of Federal funds (Federal Aid Urban) for roads serving the ridgeline areas of Pacifica.
4. ABAG would recommend approval of water and wastewater capacity increases commensurate with the following 1990 population levels: 19,000 in the Mid-Coastside and 42,000 in Pacifica. Approval would be contingent on the applicant agency's submission of information that documents the relationship between capacity and population served.
5. ABAG would not recommend approval of increases in wastewater systems' capacities until the San Mateo Local Agency Formation Commission (LAFCO) has established an urban service area boundary.
6. MTC would program funds for transportation projects which would improve the safety and efficiency of the existing system, including a two-lane Devil's Slide bypass with bus and truck climbing lanes and one additional lane on Sharp Park Road.
7. MTC would not approve capacity increases for Routes 1 and 92 before 1990. After 1990 increases would be considered in light of transit feasibility.
8. MTC would not program funds for the construction of Route 380 west of Route 280.
9. MTC would incorporate Sharp Park Road and Westborough Boulevard as proposed improvements in its Regional Transportation Plan as substitutes for Route 380.
10. MTC would include additional funds in the Transportation Development Program (TDP) for increased transit service to recreational sites.

11. ABAG would not recommend approval of any Federally assisted development proposals that would result in the conversion to urban use of prime agricultural lands, lands suitable for the production of coastal-dependent crops, or economically productive agricultural lands outside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas.
12. ABAG would not recommend approval of any Federally assisted development proposals which would convert to urban use prime agricultural lands or land suitable for the protection of coastal-dependent crops inside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas unless it is demonstrated that continued or renewed agricultural use of such lands is not feasible because of location, size, soil type or other characteristics.
13. ABAG and MTC would not recommend approval of public service projects (water, wastewater, transportation) unless there is affirmative local effort to increase the supply of low- and moderate-income housing or if the transportation project improves the accessibility of low-mobility groups.

Based on the actions listed above, Executive Board recommended funding for a grant to improve wastewater facilities for Half Moon Bay and nearby unincorporated areas subject to the following conditions: (i) that 300,000 gallons per day be set aside for recreational use, leaving 1.7 million gallons per day for domestic use through 1997, (ii) that local agencies reduce their service area to that area recommended for urbanization above (see #2 above), and (iii) that local agencies request a sphere of influence study by the San Mateo County Local Agency Formation Commission.



SOUTH CENTRAL SANTA CLARA VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of diverse residential communities suburban to employment centers in the North Santa Clara Valley area: maturing suburbs in west Santa Clara County, the City of San Jose (except for northern industrial areas), and the south county area in and around Gilroy and Morgan Hill. Although all of these areas have experienced rapid growth historically, recent data reveals a slowdown in the rate of building activity between 1970 and 1975. Moratoria in Gilroy and San Jose and downzonings in San Jose, Los Altos, Los Gatos, Los Altos Hills, Saratoga, and Campbell occurred during this time period. Nevertheless, Santa Clara County and this area in particular, are expected to continue to experience more rapid residential growth than any other areas in the region. Although industrial growth is slow compared to growth in the North Santa Clara Valley, recent industrial development approvals (e.g., IBM, Fairchild) appear significant relative to the scale of economic growth occurring in many other planning areas.

Presently, low density residential use is the prevalent form of housing. Median rents and housing values are higher than the county median in the western communities and lower than the median in San Jose and developing areas in South County. The largest number of multiple family units is in East San Jose where a large concentration of Hispanic people reside. Most vacant land available for new residential development is in South San Jose, Gilroy and Morgan Hill. Recently, the County Board of Supervisors rezoned vast acreages of unincorporated land from rural residential to agricultural use. With this policy, new residential development should occur mainly within LAFCO designated urban service areas.

Although all cities in the Valley zone land for future industrial use, little industry exists presently. Recently, development approval was granted to IBM and Fairchild to locate in the midst of the Valley but it is unclear whether market trends favor more extensive economic growth in this planning area. Lacking more significant employment opportunities, future residents will likely be automobile commuters. Presently, 90% of all work trips are to and from the North Valley planning area. Commute patterns verify the influence of outside employment centers attracting commuters from the South Central Santa Clara Valley. Only 1% of all county work trips are by public transit; and in some parts of the Valley the level of transit use is negligible.

Agriculture is a major economic force in this area. Although agricultural land has converted to urban use at a rapid rate, the value of agricultural production and average annual agricultural employment levels rank high relative to other counties in the region.

Environmentally, air quality conditions are severe countywide. In just the past few years, San Jose has become one of the most severely polluted locations in the region and the Valley is beginning to share this status. Oxidant, particulate, and carbon monoxide emissions exceed State and Federal standards. In 1974, oxidant standards were exceeded more than fifty days at three monitoring stations in this planning area. Meteorological conditions transport pollutants south from other areas of the region, although mobile source emissions (carbon monoxide) generated in the Valley may already be the source of significant pollution. Because of air layer inversion, pollutants are trapped and cannot disperse.

In more remote areas of the Valley (not anticipated to develop in the foreseeable future) other environmental conditions may preclude development. The San Andreas fault lies in the west end of the county in the Santa Cruz Mountains and the Calaveras fault lies to the east along the Diablo Mountain Range. The Hayward fault lies a few miles west of the Calaveras and secondary faults are located throughout mountainous areas. Jurisdictions such as Milpitas have begun stringent control of hillside development that is beginning to encroach into hazardous foothill areas.

Deterioration of groundwater supplies could result from development of some areas of the Valley where some development already exists on septic tanks. Mercury contamination of reservoirs, areas prone to flooding, and land subsidence are other environmental problems which should be addressed.

The capacities of public facilities do not seem to impose near-term development constraints except in Gilroy and Morgan Hill where population growth may be limited by both existing and planned wastewater capacity. The passage of a recent bond issue to finance the San Felipe water project seems to assure adequate water capacity. A number of planned highway capacity expansions are under consideration.

II. REGIONAL ISSUES/OPPORTUNITIES: Throughout Santa Clara County the location of housing in relation to jobs appears to be the issue of primary regional importance. The existing imbalance (jobs centered in North Santa Clara Valley and housing in the South Central Santa Clara Valley) appears to have a number of significant implications:

- 1) As new industry concentrates outside this planning area, industrial cities accrue fiscal benefits while jurisdictions in this area have to bear the cost of providing public facilities and services to support housing for workers. The future distribution of employment opportunities throughout the county will, in large part determine what other actions (e.g., revenue sharing) would be appropriate to remedy fiscal disparities. While it is not clear that market forces would support extensive economic growth here, the dispersal of economic

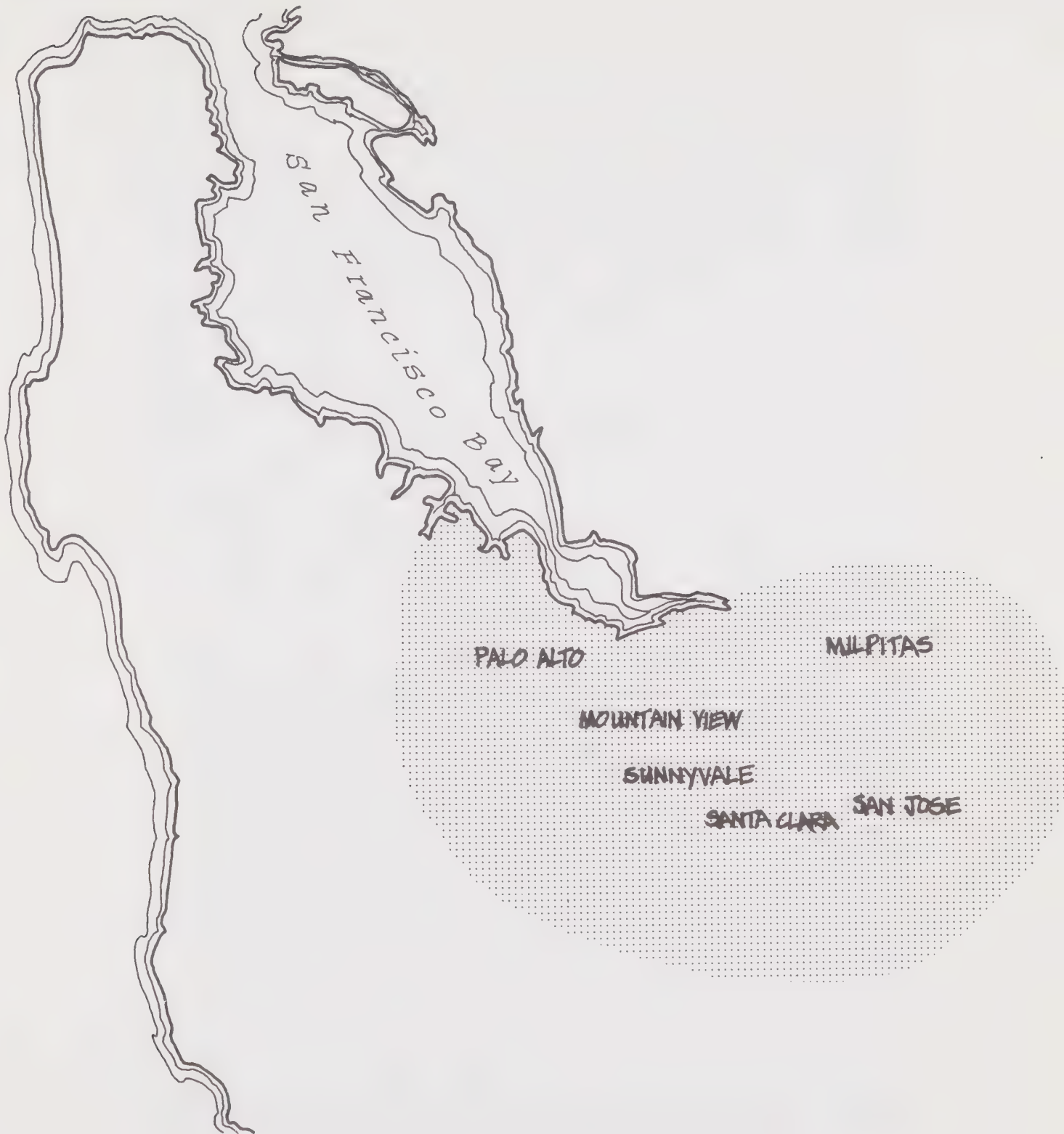
growth to this part of the county would certainly have beneficial fiscal impacts on these communities and could also serve to reduce energy consumption and commuting if new jobs become available to the resident labor force.

- 2) Transit is new and relatively untried in the County; residents still utilize the automobile as the primary means of commuting. Without job growth in this area, low density residential development will occur farther away from existing employment centers. Accordingly, new residents will commute farther and this could have adverse impacts on air quality unless transit use increases appreciably. On the more positive side a number of new transit options (light rail, increased bus service) are now being studied and their potential implementation could lead to less dependence on the automobile.

The prevalence of low density residential use and the relative lack of employment opportunities for the resident labor force, raises other issues:

- 1) If low density residential development continues to be pervasive, it may be more difficult to provide transit service to these areas. Low density residential use may also lead to higher per unit service costs than for higher density development.
- 2) Also, since new low density housing may not be affordable to lower income people, housing opportunities for this segment of the population may be limited to existing low income areas.
- 3) New highway facilities are needed to improve highway safety and to accommodate both inter- and intra-regional transportation demand. Some highway projects are also thought to be essential to stimulate commercial redevelopment. New highway facilities may further encourage increased automobile commuting unless these facilities are planned to give priority use to transit vehicles.

III. EXISTING REGIONAL POSITION: Past actions of Executive Board have not addressed the range of issues/opportunities described above, hence there is no position statement for this area. Since the ABAG/MTC Santa Clara Valley Corridor Evaluation study, scheduled for completion in summer 1978, will address this range of issues, its approval by ABAG Executive Board will constitute the position for this area.



4

North
Santa Clara Valley
Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



NORTH SANTA CLARA VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: This area, consisting of industrial cities of North Santa Clara County and industrial areas in north San Jose, is notable for its potential to attract and absorb future economic growth. Historically, industrial concentrations developed in the cities along Highway 101: Palo Alto, Mountain View, Sunnyvale, and Santa Clara. More recently, industrial use has intensified on existing industrial sites in Santa Clara and North San Jose. Santa Clara County has about 21% of the region's total jobs and 35% of the manufacturing jobs with most major employment opportunities concentrated in this area. Electronics, automobile manufacturing, educational and research industries are the major employers. Presently this area has approximately 4600 acres of improved industrial park land available for development and this constitutes about 35% of all such prime industrial vacant land in the region. Local jurisdictions use assessment districts and capital improvements programs to assure the provision of needed facilities and services. In North Santa Clara Valley about half of the total land reserve is available for industry and half for future residential use. At the regional level, about 80% of the reserve is for housing and only 20% for industry.

In contrast to other regional employment centers (e.g., San Francisco, Oakland) which support employment growth in conjunction with relatively high density residential development, this area is characterized by low density residential use, even though housing is denser in this area than elsewhere in Santa Clara County. Median housing values and rents are generally lower than the county median. North Santa Clara Valley cities have the second highest concentration of minority populations in the county, outside of San Jose. Black and Hispanic populations range from about 15 to 25% of the total population in Milpitas, Sunnyvale, Santa Clara, and Mountain View. Countywide, unemployment increased by about 50% between 1970 and 1976 and these cities also have larger proportions of unemployed residents than more suburban cities in Santa Clara County.

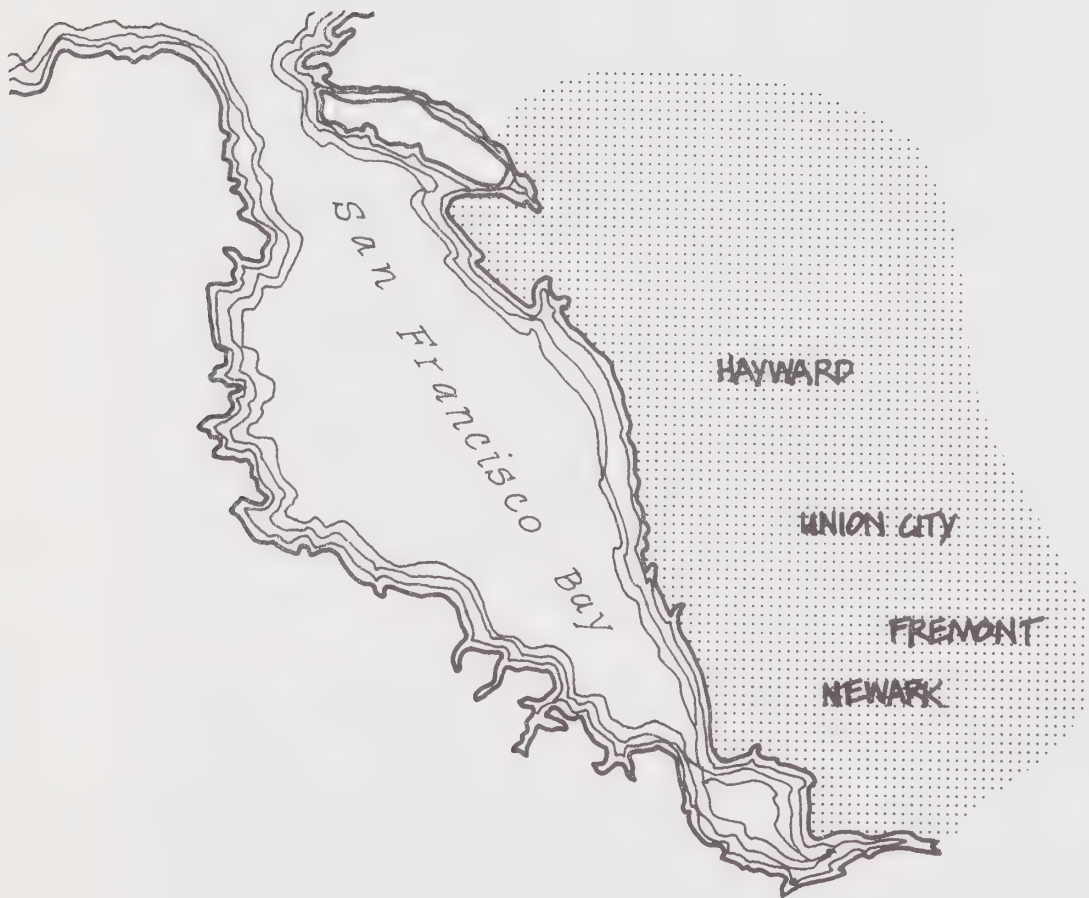
The capacities of public services and facilities (water and wastewater) do not appear to be so limited as to constrain development. The area is served by a well developed system of highway facilities and the San Jose Airport. Relative to other highly urbanized areas in the region, the use of public transit service is low. Public transit has only been available since 1972 and presently accounts for only 1% of all work trips within the county. The Southern Pacific Railroad provides transit access north along the west side of the Bay although continuation of this service is uncertain. A number of alternatives (light rail, expanded bus service) are now under study to increase transit use and capacity.

Environmentally, air quality conditions countywide are as severe as anywhere in the region. Oxidant, particulates, and carbon monoxide emissions exceed State and Federal standards, oxidant most frequently. Meteorological conditions transport pollutants south from other areas of the region, mobile and stationary sources within the Valley also generate significant pollution. With air layer inversions, pollutants are trapped and cannot disperse. Since this area fronts the most southern part of San Francisco Bay, water resource areas including salt ponds, sloughs, marshland and estuarine flats abut developed areas. Lacking circulation and dispersion capacity, this part of the Bay is particularly vulnerable to waste discharges. Subsidence is a problem in North San Jose and the city of Santa Clara.

II. REGIONAL ISSUES/OPPORTUNITIES: With industrial growth occurring in this area and the most dynamic residential growth occurring to the south, the imbalance between the location of housing and jobs appears to have a number of important consequences:

- 1) North Santa Clara Valley cities are competitive and successful in attracting industry. As cities in this area accrue revenues from industrial development, other communities bear the costs of providing services to accommodate housing demands generated by this industrial growth. For example, San Jose has policies to encourage economic growth whereby the city seeks to capture about 70% of all new jobs in the county by 1990. If implemented, the fiscal health of San Jose would be measurably improved although efforts by other cities to increase employment or maintain a balance of housing and jobs could be adversely affected. Residential communities in the nearby South Central Santa Clara Valley also plan to increase employment opportunities. The future distribution of employment opportunities throughout the county will, in large part, determine what other actions would be necessary to remedy fiscal disparities.
- 2) The need to accommodate slightly higher density residential development in these cities (and elsewhere in the county) in order to provide new housing in proximity to jobs and to reduce both the amount and length of home-to-work trips. A related issue is whether industrial growth will continue to occur if ample residential growth is not provided for potential employees.
- 3) Whether or not development densities increase, the need to increase transit use countywide is well documented. Without an appreciable increase in transit use, air quality problems are expected to worsen. Increased reliance on the automobile also entails high consumption of energy resources.

III. EXISTING REGIONAL POSITION: Past actions of Executive Board have not addressed the range of issues/opportunities described above, hence there is no position statement for this planning area. The ABAG/MTC Santa Clara Valley Corridor Evaluation study, scheduled for completion in the early summer of 1978, will develop a sub-regional position on these issues.



5

East Bay
South

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST BAY SOUTH PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of diverse communities in Southern Alameda County: Hayward, Castro Valley, San Lorenzo, Fremont, Union City, and Newark. The annual population growth rate for these communities exceeds those in the older urbanized areas to the north where, in some cities, population is declining. Most sources agree that the bulk of future population increases in Alameda County will occur here. Presently this area is much more suburban than the urban core of Alameda County: low density residential uses are predominant; concentrations of minority populations are dispersed; household sizes are larger; and the population is younger and more highly educated than elsewhere in urbanized Alameda County.

In 1975, median housing values in Fremont, Newark and Union City were below the county median. Elsewhere in the planning area, median housing values were slightly above the county median. Single-family residential use is the dominant form of housing. Hayward has the greatest proportion of multiple family units although they are outnumbered by single-family uses by a factor of two to one. Multiple family uses are anticipated to increase as a proportion of the housing stock throughout the area although the single-family units are still expected to outnumber multiples in the foreseeable future.

Much land potentially available for future development has significant resource characteristics. Approximately 8000 acres of vacant land are available for future industrial use, a significant portion of which is flood prone and/or with prime agricultural soils. Land for future residential use is also subject to environmental constraints: in Castro Valley, some areas have slopes in excess of 25% to 30% and soils are highly erosive and susceptible to landslides. Hayward hillside areas have the same characteristics with potential seismic hazards in some areas. Fremont limits new residential development in the hills. In Union City, residential development is planned on lands with prime agricultural soils. Along the bay, major public uses include the San Francisco Bay Natural Wildlife Refuge and acquisitions by the Hayward Shoreline Planning Agency.

Due to highly developed transportation facilities that serve the area (freeways, two transbay bridges, BART, and A-C transit), the area is accessible to most other urbanized areas of the region which circle the Bay. Planned improvements to transportation systems include upgrading the Dumbarton Bridge and constructing the Route 61 Expressway. While implementation for the bridge upgrading should occur in the immediate future, funding priorities for the expressway are not as high. Presently, a number of future transportation options for this area are under study.

Planned wastewater facilities should provide adequate capacity to accommodate population growth, at least on a short-range basis (ten years or less). The capacities of educational facilities may not be adequate to support extensive population growth except in San Lorenzo. Long-term water supply commitments seem adequate to accommodate future demand.

Oxidant and particulate emissions pose the greatest air quality problem in the area. State and Federal air quality standards were exceeded between 25 and 50 days for both pollutants in 1974. The Federal oxidant standard was violated on 61 days in Fremont, a frequency exceeded only in Livermore and monitoring stations in Santa Clara County. Future emissions are also projected to exceed the standards.

- II. REGIONAL ISSUES/OPPORTUNITIES: Relative to potential growth in other areas of the region, both residential and industrial growth may have beneficial impacts. The area is accessible to the major employment centers of the region by automobile and is served by regional transit facilities which link it to jobs in San Francisco and elsewhere in the urbanized East Bay. Without significant industrial growth, commute distances from this area would still be much less than from more isolated suburban areas (e.g., the Livermore-Amador Valley) although increased automobile commuting could have adverse effects on air quality.

In spite of environmental characteristics of available industrial land, this area is capable of supporting significant employment opportunities. The growth of this area as an employment center could have positive effects in terms of reduced unemployment and fiscal benefits. Whether or not employment growth would result in reduced automobile commuting will depend on the type of job growth which occurs, whether or not housing prices and rents are affordable to potential employees, and the availability and use of transit. Projected commute patterns show approximately the same or slightly less automobile work trips with both origins and destinations in this area. While commuting northward decreases, commuting southward increases--an indication of projected job growth in Santa Clara County. Lacking transit to the south, these trends may result in a further deterioration of air quality and increased energy consumption. While increased transit service and use could mitigate increased automobile commuting, increased job opportunities for the resident labor force may provide a more optimal solution.

As residential growth occurs its location and density also raise issues:

- 1) As low density residential development occurs in hillside and ridgeland areas adjacent to and apart from developed areas,

this development may conflict with the resource values of these lands. Development in these areas may be difficult to serve with transit and hence result in increased vehicle miles travelled and consumption of more energy than development in existing urban areas. On a per unit basis, this type of development may be more costly to provide with services than more compact development and it is doubtful that this type of housing would be affordable to low- and moderate-income people.

- 2) The prevalence of existing and planned low density residential use in flatland areas, while preferable to ridgeland and hillside development for reasons noted above, may be more difficult to provide with transit than higher density development in central areas of these cities. Accordingly, as housing costs increase, the prevalence of this type of housing may limit housing opportunities for low- and moderate-income people.

Local efforts to diversify housing opportunities for all segments of the population would have remedial effects in addressing these problems.

Opportunities do exist to accommodate a more balanced and compact residential development pattern in this planning area. Both market conditions and local policies may lead to this type of balance through densification and redevelopment in some areas, measures to increase transit use and provide subsidized housing, as well as agricultural preserves, conservation zones, and large lot zoning in hillside and ridgeland areas.

III. EXISTING REGIONAL POSITION: This position statement is based on Executive Board project review recommendations which address some of the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions and projects have been deleted.

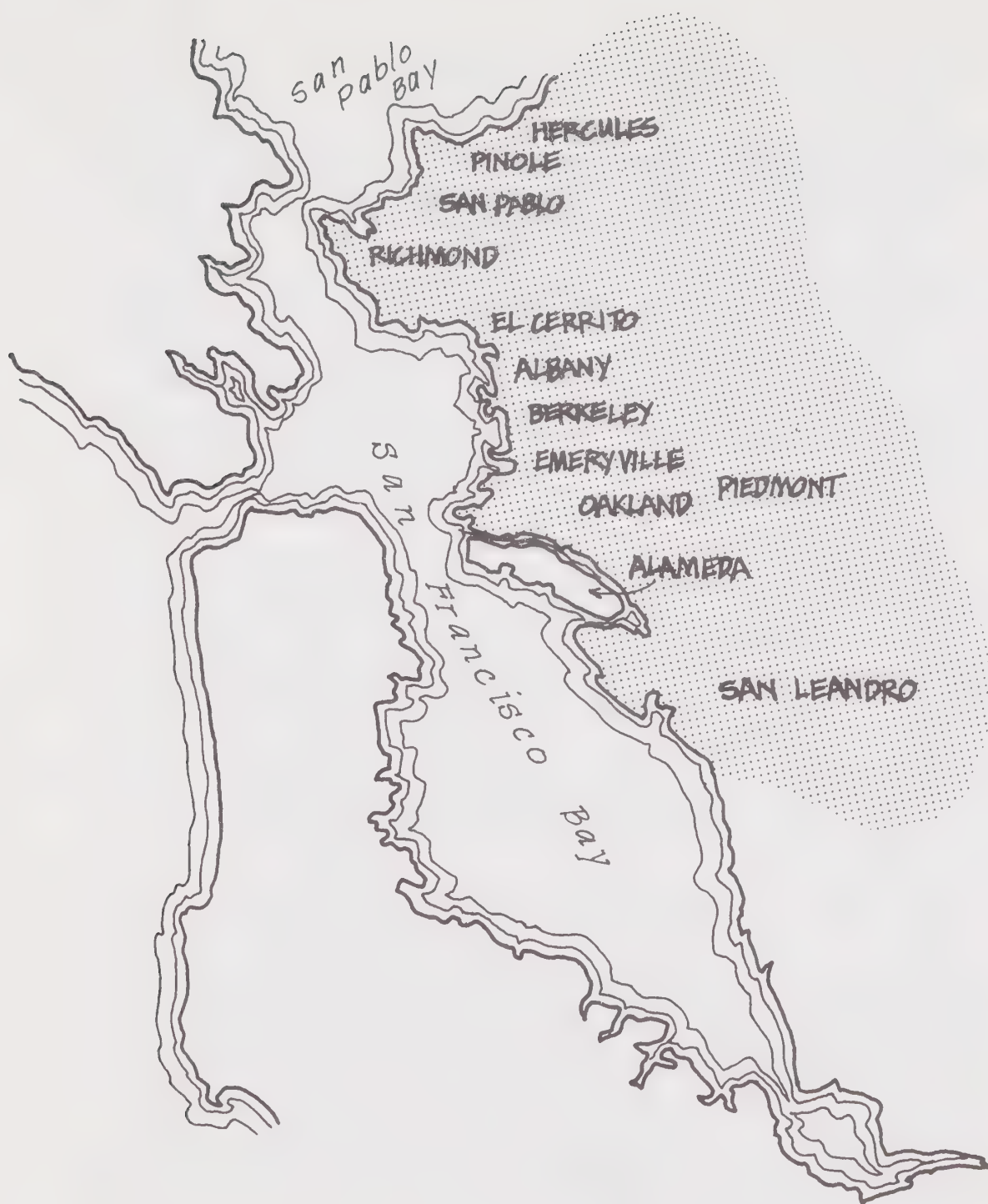
In 1976, Executive Board supported funding to increase the capacity of wastewater services throughout this planning area noting that the following patterns of urban growth would be generally consistent with regional policies:

- 1) Redevelopment and infill in all urbanized areas especially in the project's northern planning unit;
- 2) High density residential development near BART stations;
- 3) Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and

- 4) Urban development phased so as to coordinate the public investment decisions consistent with local and regional policies.

Executive Board has also been supportive of local efforts to increase the supply of subsidized housing in this area where one-year assisted housing goals have been consistent with the targets established under the approved Regional Housing Subsidy Distribution System.

Staff comments have focused on proposed actions in ridgeland areas (an issue not specifically addressed by Executive Board). In one case, staff questioned whether a development proposal was consistent with the four patterns of growth recommended as being generally consistent with regional policies as noted above. Staff also urged that a reclassification of land in a ridgeland area be delayed pending completion of the Ridgeland Study with the intent that the Study's recommendations be considered prior to making a decision.



6

East Bay North

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST BAY NORTH PLANNING AREA

- I. GENERAL CONDITIONS: This area is one of the older built-up areas of the region which includes Hercules, Pinole, Richmond, San Pablo, El Cerrito, Albany, Berkeley, Oakland and San Leandro. Diverse forms of community development occur in this area: mature urban cities with large employment bases, older suburban residential communities, and more newly developing suburban areas. Historically, the growth of this area as both a population and employment center, with similar growth in San Francisco, constitutes the urban core of the region. The larger cities (Oakland, Berkeley, Richmond) are subject to conditions and trends common to a highly urbanized setting: high unemployment and crime, deteriorating housing, high levels of health, education and social service needs, plus the loss of fiscal resources due to the suburbanization of affluent populations and industry.

With some exceptions, residential settlement patterns are similar in most communities. Residential uses extend in a linear pattern north and south along the Bay. Lower income groups reside in flatland areas in proximity to industrial uses which front the Bay, affluent populations reside in hillside areas. Racial and ethnic minorities approach 50% of the total population in Richmond and Oakland. Median family incomes are low relative to the medians in both Alameda and Contra Costa County. More families have incomes below the poverty level than in most other sub-areas in the region. Total population is decreasing in Oakland and annual growth rates in most cities are low relative to those in surrounding suburbs and the regional average.

Based on local land development policy, there is limited vacant land available to support new residential development except in Hercules, El Sobrante, and to a lesser extent the Oakland and Berkeley Hills. Local jurisdictions are undertaking redevelopment, housing conservation, rehabilitation, and neighborhood preservation to revitalize developed areas. Although higher density residential uses are planned, public sentiment in some communities (in both low and middle income neighborhoods) appears to favor conservation efforts rather than those which would substantially increase the density of residential development. Downzonings are also occurring in both urbanized areas and undeveloped hillside areas.

As an employment center, this area is in a stage of transition. Since there is limited vacant land to support new industrial development, reuse and redevelopment plans are becoming increasingly important in providing space for plant expansions and new facilities. Port and water-related industry may increase its share of economic activity. At the same time central business areas are in a state of physical decline and generate less revenue than previously. Commercial and office uses may be a source of new white collar job opportunities but indications are that these jobs may

not provide employment opportunities for local residents. Both crime and the cost of labor are often cited as reasons for shifts of employment to suburban sites. Suburban areas provide larger parcels at lower costs and can successfully compete with highly urbanized areas which are losing competitive advantages they once enjoyed. This is especially true for industries whose profitability is not tied to the benefits of a central location.

As the focus of most urban activities, the area is served by an extensive network of transportation facilities: freeways, two transbay bridges, the Oakland Airport, BART, and AC Transit. Transit use is high, facilities (both highways and transit) are congested during peak hours. State and Federal air quality emission standards are exceeded for oxidant, carbon monoxide, particulates, and sulfur dioxide. In 1974, oxidant standards were exceeded at all four monitoring stations in this area, most frequently in Richmond and San Leandro. Climatic and meteorological conditions favor the dispersal of air pollutants.

Areas of environmental concern include both bayside and hillside areas which offer major recreational facilities and opportunities for greater development, in proximity to urban populations. Seismically, the area is vulnerable to damage from the Hayward Fault especially on bay-filled sites where ground failure (e.g., liquefaction) is likely to occur.

II. REGIONAL ISSUES/OPPORTUNITIES: In an area where service needs are complex and services are especially expensive to develop and maintain, one of the most pervasive problems is the lack of fiscal resources to meet the escalating costs of providing services. The fiscal issue appears to be preeminent since, in large part, it determines the extent to which resources can be allocated to meet other pressing needs:

- 1) Housing - Although it is generally recognized that available subsidies are not adequate to address the extent of housing needs that prevail, major urban jurisdictions have experience in dealing with housing issues and well developed housing programs to address low- and moderate-income housing needs. Some jurisdictions (e.g., Oakland, Berkeley, Richmond) are prepared to make more units available than can be funded at the current level of Federal assistance. With or without increased Federal housing assistance, tax incentives could also play a valuable role in increasing housing opportunities for low- and moderate-income people.

It should be recognized that while the low- and moderate-income housing issue is critical, maintaining and expanding housing opportunities for middle and upper income people is also essential to achieve balanced community growth in this area. Although some of this kind of development is occurring (infill of vacant parcels, conversions to higher density residential uses, condominium development), it is not clear that

the cumulative impact will be sufficient to reverse trends favoring suburban migration. In some instances this type of development is limited by environmental constraints or may conflict with the need for expanding other uses, facilities, or amenities.

- 2) Economic Development - Two distinct economic development trends may have varied impacts on this area: i) the loss of industry has important consequences because this area has always provided great numbers of jobs for local residents. The suburbanization of these jobs would be especially hard felt by lower income people who would face regressive commuting costs and lose employment opportunities if transit is not available and housing is too expensive elsewhere. The loss of industry also entails a loss of fiscal resources to affected communities. It should be noted that it is not clear that this problem is without remedy. This area enjoys competitive advantages for some types of industry (e.g., port and airport related industries) that other areas can't offer, hence building upon these opportunities could offset the loss of other industries. ii) The trend toward increased white collar employment, especially in conjunction with the revitalization of downtown business areas, could also have the effect of reducing employment opportunities for local residents (although not necessarily so). While revitalization appears to be necessary for any number of positive ends (e.g., fiscal gains and the diversification of the economy), the trend toward additional white collar employment opportunities, in lieu of expanded housing opportunities for potential workers may provide the stimulus for increased commuting from suburban areas.
- 3) Recreation - While recreation may not appear to be an issue on the same order as housing and economic development, numerous existing and potential recreational and open space areas exist both in the hillside areas and along the Bay, in proximity to urban populations. As the potential use of these areas for recreation may compete with demand for housing and industry, as has been the case in the past, trade-offs must be made to determine priorities. Recreational development is of particular value here. In conjunction with recreational transit services, new recreational development may serve to meet the needs of lower income and transit dependent populations who are unable to take advantage of more distant recreational areas.
- 4) Transportation - As an employment center, this area attracts commuters who use a variety of transportation systems to travel

from home to work. Traditional urban-suburban commute patterns generate air pollution and consume more energy. Transit improvements can help relieve these problems; however, expanding job opportunities for local residents and increasing housing opportunities for middle- and upper-income populations (in conjunction with increased transit and improved access) could have the most lasting effects in reducing energy consumption and improving air quality.

- III. EXISTING REGIONAL POSITION: This position statement is based on Executive Board project review recommendations and resolutions which address many of the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions, projects, and grant applications have been deleted. Staff comments on environmental impact documents are also noted both as they follow up on Executive Board recommendations and as they discuss other issues/opportunities.

Generally, Executive Board recommendations have emphasized the need to concentrate development in this area relative to more suburban planning areas. Executive Board has encouraged infill, densification, rehabilitation and conservation of residential development, efforts to redevelop and revitalize downtown business areas, recreational uses along the Bay, measures to increase transit use and efforts to meet low and moderate income housing needs.

One of the more controversial actions of Executive Board, decided by a one vote margin, was to recommend, subject to conditions, funding increased wastewater capacities facilities for a number of communities. The condition most heavily contested called for reduced wastewater capacity to limit growth in two developing communities to a population level well below that planned in one city in order to enhance the feasibility of rehabilitation, infill, and redevelopment in more urbanized areas served by the same project. The recommendation supported phased development for the two developing communities, stating that this type of development would be consistent with a plan to develop a new community--a form of development more compatible with regional policies than dispersed low density residential development which may otherwise occur. In reconsidering this issue, at the request of the city in question, the Executive Board accepted a staff report which recommended that the city implement a program to release land for a residential development at a rate commensurate with industrial growth in this town.

This review made a number of other statements about the relationship of development in this area to regional policies:

- 1) That County policies which encourage growth in this area, where networks for the delivery of urban services already

exist, while channeling growth away from another part of the County where agricultural preservation is an overriding concern, would be consistent with the city-centered concept,

- 2) Supporting the concept of "corridor development" which calls for increasing (residential) development densities along existing major transportation corridors, and
- 3) Recommending that affected agencies limit growth in un-urbanized areas and participate in the AQMP.

Staff comments on environmental impact documents for this part of the planning area were based on the Executive Board action above. In one staff review HUD was requested to examine its decision to provide assistance to one of the developing communities above in light of the recommendation to limit population growth. Staff also asserted that a proposed annexation to the same city could be inconsistent with Executive Board's action to limit growth in un-urbanized areas.

Elsewhere in this planning area, a number of other significant actions have been taken by Executive Board:

- 1) To support completion of an unfinished freeway link in one of the central cities to promote the economic vitality of that city. In public hearing testimony on this project, staff stated that this project may also be consistent with regional policies by providing an incentive to complete a central city redevelopment project thereby stimulating employment growth while at the same time improving access to the downtown area, increasing highway safety, and improving air quality.
- 2) To support local efforts to increase the supply of subsidized housing in jurisdictions where one-year goals were consistent with targets set under the approved Regional Housing Subsidy Distribution System. It should be noted that there were two exceptions in the review of applications to provide subsidized housing. In one case it was stated (by Executive Board) that a local policy encouraging home ownership through conversion of rental units to coops and condominiums, while little is done to improve the quality of substandard housing or to open new housing opportunities in non-impacted areas, was not supportive of regional housing policy. On another grant application where a city's three-year goal was deemed small relative to the need, but where the local housing program was in its first year of operation, the application was recommended for funding with the understanding that the city would make every effort to exceed its one- and three-year goals for housing rehabilitation.

- 3) To support public acquisition of shoreline property as being supportive of the objective to preserve recreational open space on the Bay, particularly when close to urban populations.
- 4) To support funding for increased wastewater capacity for one city, noting that the following pattern of growth would be generally consistent with regional policies:
 - o Redevelopment and infill in all urbanized areas, especially in the project's northern planning unit;
 - o High density residential development near BART stations;
 - o Residential development of a price/rent and type commensurate with occupation levels of service area employment opportunities and located near such employment opportunities; and
 - o Urban development phased so as to coordinate with public investment decisions consistent with local and regional policies.

In subsequent comments on a project EIR near a BART station in this city, staff noted that while apartment development in proximity to BART appeared consistent with the Executive Board action, this was not necessarily true for a shopping center which would be highway oriented and encourage automobile use.

While Executive Board has not addressed the issue of residential development in proximity to regional airport facilities, staff comments on an environmental impact document suggested that a proposed residential development of one site could serve a number of recreational uses compatible with airport operations and expansion. Further it was noted that the development encompassed tidelands, marsh and water areas which would be suitable for a fish and wildlife refuge--another critical area function identified in ABAG plans, and that noise generators (i.e., the airport) should be separated from urban development even if it isn't possible to define excessive noise in a quantitative manner.



7

Livermore/ Amador Valley

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



LIVERMORE-AMADOR VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: The 1976 population of the Valley was approximately 102,000. 1975 total employment was 23,000 jobs, with about 13,000 in basic industries. The Valley is a commuter suburb with 45%-55% of the resident labor force commuting to work. Very few housing units are substandard; between a quarter and a third of the housing stock was less than five years old in 1975. The unemployment rate in the Valley is generally less than in the older urbanized areas of the region. Median household incomes are well above the county median. In Dublin and Pleasanton the median household incomes are among the highest in the region.

Meteorological and topographic conditions are highly conducive to the formation of severe air pollutant concentrations. In 1974, the standards for particulates and oxidant were exceeded over fifty days. Projected oxidant levels are also expected to exceed the standards. In some areas, soil conditions make the area susceptible to erosion and landslides. The presence of the Calaveras and Pleasanton Faults makes the area susceptible to damage from seismic activity.

The capacity of public services to accommodate additional population is limited, especially for schools and hospitals. Without additional treatment capacity, the supply of potable water will not be able to meet demand by 1990. Due to potential degradation of groundwaters, tertiary wastewater treatment, including salt removal, is being required by the Regional Water Quality Control Board. This requirement makes treatment expensive and Valley communities are having difficulty financing new facilities. The excess capacity of existing wastewater facilities is extremely limited.

- II. REGIONAL ISSUES/OPPORTUNITIES: The Livermore-Amador Valley has a number of very serious development problems including:

- 1) A substantial imbalance between jobs and residences. Since market conditions do not appear to be conducive to attracting sufficient employment opportunities, existing and future populations will likely commute to employment centers elsewhere in the region. This imbalance places added pressure on existing air quality problems, which are among the most severe in the Bay Area;
- 2) Continuing difficulty in providing adequate levels of urban services and facilities as evidenced by the limited capacities of wastewater, water quality, education, and health facilities. Additional population growth will necessitate major investments in new facilities while at the same time unused capacity is available in the older urbanized areas of the region, closer to existing employment centers. As development occurs outside existing developed areas in the Valley and new political or taxing entities are created to serve this development, it will become more difficult for existing service units to efficiently provide services and this will impose an inequitable fiscal burden on residents of existing communities;

- 3) The high cost of housing and public services in the Valley makes the achievement of income balance difficult even in light of prospective Federal assistance for low-and moderate-income housing; and
- 4) A number of public agencies in the Valley, all of which provide different public services to overlapping portions of the population without substantial coordination of programs.

A number of local development policies seem supportive of accommodating compact growth in the Valley. With few exceptions, new development is planned to occur within or contiguous to existing developed areas in Livermore, Pleasanton, and unincorporated Dublin. Alameda County's new rural zoning policy (1 unit per 100 acres) may serve to preserve agriculture and limit sprawl. The City of Livermore has increased residential densities in revising its General Plan. Livermore also supports measures to limit the creation of new service entities or the extension of services outside adopted spheres of influence as designated by the Alameda County Local Agency Formation Commission.

III. EXISTING REGIONAL POSITION: This position statement is based entirely on Executive Board project review recommendations which address the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions, development proposals and projects have been deleted.

In 1975, an Executive Board review of a new town development proposal established the position that this project or other action which would result in a substantial increase in growth in the Livermore-Amador Valley would be in serious conflict with regional policies so long as conditions leading to these conflicts have not substantially improved. The staff report for this review, approved by Executive Board, cites the following examples of conditions which could eliminate these conflicts:

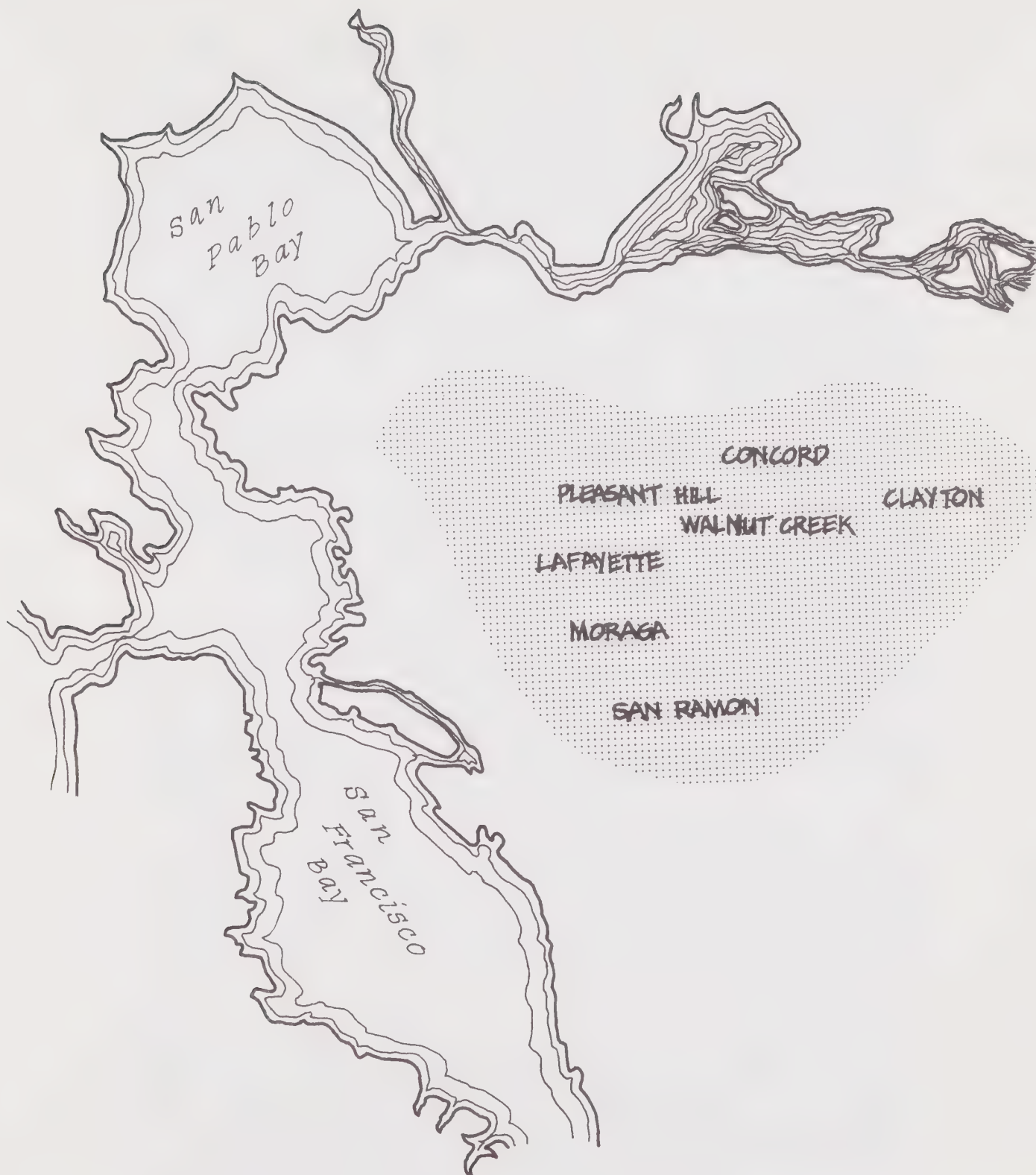
- 1) Evidence that air and water quality standards required by Federal and State law can be achieved and maintained.
- 2) A reduction in commuting from the Valley to other parts of the region which would be a major step toward establishing air and water quality standards, and a better balance of jobs and housing in the Valley.
- 3) A range of employment opportunities appropriate to the skills and income characteristics of economically disadvantaged residents of the region to ensure existence of a balanced population.
- 4) Increased opportunities for low- and moderate-income persons to live and work in the Valley.

- 5) A coordinated program of planning and governmental organization to meet the problems of the Valley, consistent with regional policies which will be used as the basis for planning and governmental decisions by all public agencies in the Valley.
- 6) Governmental organization and consolidation in the delivery of public services leading to fiscal balance and service equity.

In 1976, Executive Board supported funding to increase the capacity of wastewater facilities for the communities in this planning area with the condition that a capacity reserve for industrial use would be consistent with regional policies if safeguards are implemented to create a balance between housing and jobs in order to reduce vehicles miles travelled.

In reviewing, a city's proposed general plan, Executive Board made the following recommendations:

- o In lieu of establishing a numerical (population) limit on growth, utilize a phased plan or development criteria that relate timing and location of development to the availability and capacity of municipal facilities and services;
- o Adopt urban limit lines consistent with the existing city limits and permit increased densities within already developed and undeveloped areas of the city;
- o Prohibit any development outside existing urbanized areas without annexation to Valley cities;
- o Rezone all unincorporated lands presently in non-urban uses to an agricultural designation, including a specific minimum lot size limitation;
- o Forbid the creation of new urban service entities or the extension of existing ones outside adopted Spheres of Influence of entities in the Livermore-Amador Valley;
- o Eliminate from urban service districts all lands that are both undeveloped and unincorporated;
- o Eliminate all unincorporated "islands" located within existing incorporated areas especially where provision of urban services is or will be required.



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**Central
Contra Costa County**
Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CENTRAL CONTRA COSTA COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of suburban cities and unincorporated areas: Walnut Creek, Concord, Clayton, Pleasant Hill, Moraga, Orinda, Lafayette, and the San Ramon Valley. The existing population has one of the highest median household income levels in the region. Well over 50% are employed in white collar occupations, the largest element of the resident labor force is employed in the services sector. Over 85% of the population commutes to work by automobile. The area is partially served by BART which operates near or at capacity during peak hours. Local transit systems, in an early stage of development, are developing connections to BART.

Much of the existing housing stock is new and in good physical condition. Similar to trends elsewhere in the region, housing values increased by about 75%, twice the rate of increase of median household incomes between 1970 and 1975. With a high rate of assessed valuation and increasing property values, overpayment for housing may be an emerging problem. There are very few housing opportunities for low- and moderate-income people in this area.

In the future, as in the past, residential growth is anticipated to outpace the growth of employment opportunities. Between 1970 and 1975, the rate of job growth in this area kept pace with that of the region. During this same period population growth was double the regional rate. Based on local population projections, some communities could experience more than 100% population growth by 1990 and growth in unincorporated areas could amount to about a third of this increase. Future residential growth is likely to consist of infill and peripheral growth around existing communities with substantial new suburban residential development in the San Ramon area. Although many communities zone sizeable areas for suburban residential use, a recent decision to limit the capacity of wastewater facilities may serve to limit future population growth in this area.

Air quality appears to be the most substantial environmental problem in this area, due in part to the importation of pollutants from other areas. In 1974, oxidant emission exceeded the Federal standard over thirty days in Walnut Creek. Conditions in the San Ramon area may be more severe. Projected oxidant emissions will likely exceed the Federal standard. Seismic safety is also a concern due to the presence of the Calaveras and Concord Faults. To a lesser extent, landslide pockets and flood plains impose constraints to development at various sites. Scenic ridgetops and hillside areas, where residential development is beginning to occur, offer both recreational and open space opportunities.

- II. REGIONAL ISSUES/OPPORTUNITIES: The major regional issue for this area is the relationship between the location of housing and jobs. Lacking employment opportunities to serve the resident labor force and with new residential development planned in areas even farther away from employment centers, the dependency on long distance automobile commuting will probably increase. Although some local employment growth is anticipated, the area may lack the diversity of housing necessary for potential employees to find housing nearby. This may lead to a cross commute situation whereby residents commute out and workers commute in. As new job locations in this area become accessible to BART and local transit facilities and/or as more diversified housing opportunities become available in proximity to jobs, this impact may be mitigated. Since jobs could conceivably be filled by members of resident households where families seek to have more than one source of income, the extent to which cross commuting could occur is uncertain.

Increased transit use cannot be viewed as a means to offset increased mobile source emissions that would occur as a result of the dispersed residential development pattern. A recent study has shown that the implementation of a wide range of transit improvements, many of which are not entirely feasible, would lead to only a minimal reduction of pollutants and vehicle miles travelled. The pervasive pattern of low density single-family development poses additional problems. As well as increasing the burden on transportation facilities and making it more difficult and costly to extend transit service, other potential impacts include increased costs of providing most public services, increased consumption of energy resources, premature conversion of agricultural lands to urban use, and limited housing opportunities for low- and moderate-income people.

In spite of the problems above this area provides a number of amenities. With urban development opportunities limited in ridge-land areas, regional recreational and scenic resources may be preserved and expanded. Although future residential development may spread throughout flatland areas, it is unclear how much development may occur in hillside areas. Development in the hill areas could serve to exacerbate and compound many of the problems cited above.

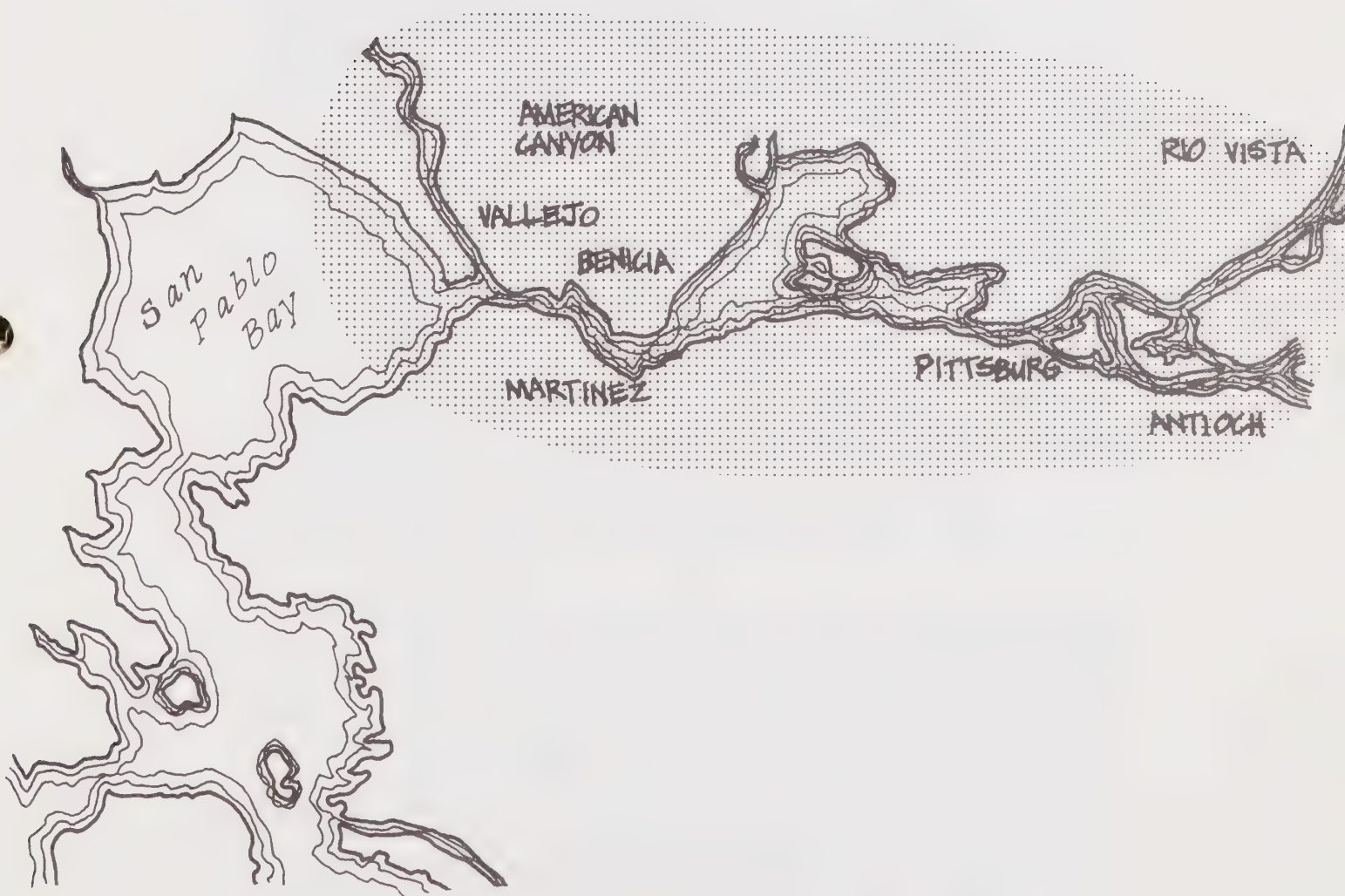
- III. EXISTING REGIONAL POSITION: This position statement is based on an Executive Board project review recommendation which addresses many of the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions and projects have been deleted.

In 1977, Executive Board supported funding of a grant to increase the capacity of wastewater facilities throughout this planning area noting that design modifications that would limit treatment

capacity to serve an E-0 population projection and other mitigation measures (e.g., participation in the AQMP) are being undertaken to make the project more consistent with regional policies. The reduced capacity has the effect of limiting population growth to 50,000 less than was originally proposed and this would be substantially less than the population projected by local agencies. It would also mitigate impacts of development trends noted in the discussion of issues (housing-jobs balance, air quality).

Staff comments on environmental impact documents in this area have addressed the following concerns:

- o Urging that a city mitigate the impact of cross-commuting from a commercial redevelopment project by expanding the supply of lower income housing in conjunction with the type of job growth created by the project.
- o Questioning the need for an interceptor sewer in an area where local land use policy, zoning, LAFCO boundaries would limit future residential development.
- o Suggesting that the alternative of providing more multiple-family housing in a local plan could serve to mitigate many of the adverse impacts identified in the plan DEIR (restricted housing opportunities, high per unit public service costs, high land and energy consumption, premature conversion of agricultural lands to urban use, and the difficulties and costs involved in providing transit).



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Carquinez

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CARQUINEZ STRAIT PLANNING AREA

- I. GENERAL CONDITIONS: This area, with over a third of the region's vacant available industrial land reserve, is most notable for its potential to support future industrial growth. Substantial development already exists throughout the area. Major employers include C & H Sugar in Crockett, Shell Oil and Stauffer Chemical in Martinez, U.S. Steel in Pittsburg, Exxon in Benicia, and the military at Mare Island Shipyard in Vallejo. Almost all communities have sites available for new industry in addition to potential sites in undeveloped areas (Montezuma Hills-Collinsville). Between 1970 and 1975, job growth in most communities was very slow compared to growth in other employment centers. Conditions which make the area conducive to new industry include proximity to all modes of transportation, relatively inexpensive land, existing infrastructure in most areas, and an available supply of labor. One economic factor which may limit future development is the scarcity of deep-draft sites. In the past a number of projects have been proposed to widen and deepen the channel.

Cities in the Carquinez area support predominantly low-density suburban residential development. Pressures for this type of development will probably be prevalent with or without new industrial activity. Housing values and rents in this area are below median levels in Solano and Contra Costa Counties. In Vallejo and the Pittsburg-Antioch area between 24% and 40% of the existing housing stock is at least twenty-five years old. For the existing population, median household incomes are low relative to the median in Contra Costa County and about at a par with the median income in Solano, the county with the lowest median household income in the region. Both Vallejo and Pittsburg have substantial minority populations.

Opportunities to support new residential development may be limited by the cost of providing new facilities. New wastewater facilities for Pittsburg, Antioch, and Port Costa will provide for modest increases in population. Expansion of these facilities is planned to serve long-term needs which would substantially increase capacity to a level where new water and school facilities may be needed to support additional population. Benicia's new general plan assumes the availability of new wastewater treatment capacity and capacity may soon be scarce in Martinez. Generally highway capacity seems adequate to support future needs. Regional transit service is not available to Solano County cities in this area. Express bus service to BART is available in Martinez, Pittsburg and Antioch.

Based on 1974 data from monitoring stations in the planning area (Vallejo and Pittsburg), emissions for particulates, sulphur dioxide, carbon monoxide, and oxidant exceed State and Federal

standards, oxidant and particulates most frequently. Water quality issues are also important: the protection of the Suisun Marsh, the uncertain impact of Delta outflows, and opportunities to expand recreational activities rate highest in this area. The Bay Conservation and Development Commission regulates development adjacent to the Bay.

- II. REGIONAL ISSUES/OPPORTUNITIES: Recent events, i.e., the attempt of Dow Chemical to obtain permits to operate petrochemical facilities, has focused public attention on the potential for industrial development in this area. The issue raised by Dow may have applicability to the entire region, if not the State: under what circumstances can basic industrial growth occur given existing air quality problems. The Carquinez area appears to have potential for substantial basic industrial growth, and the impact of existing permit standards and procedures may be hardest felt here. The air quality situation may limit the growth of new industries such as auto assembly, steel production and petrochemicals. As opportunities for industrial growth diminish, opportunities to relieve unemployment and accrue fiscal benefits would also be reduced.

With its natural value to water-related industrial development, the extent to which industry can coexist with other priority uses along these waterways may affect the extent, type, and location of industry which can be accommodated. Specifically, industrial development proposals must be viewed in terms of their impacts on sensitive areas (e.g., the Suisun Marsh), existing and potential recreational uses of waterways, and the extent to which industrial activities may entail hazards (e.g., oil spills). Since industrial activity itself may entail the production and refinement of energy resources (e.g., oil), this type of industrial use should also be viewed in relation to the demand for these resources.

Other issues also appear to be regionally significant:

- 1) The distribution of industry among the various jurisdictions may generate fiscal disparities. As industrial growth has a multiplier effect and generates housing demand in and around this planning area, those jurisdictions which accrue industrial revenues will benefit relative those who mainly bear the costs of providing public services to accommodate new housing.
- 2) By providing increased employment opportunities in proximity to suburban areas (e.g., Central Solano County) which are experiencing rapid residential growth but lack regional transit, long distance commuting could be minimized for new residents who might otherwise commute longer distances to other regional employment centers. At the same time some of these communities are presently having difficulty containing dispersed residential development, hence induced residential development may exacerbate existing problems.

- 3) Growth in existing Carquinez communities where existing infrastructure exists could reduce the costs of investing in new public services and facilities elsewhere. Where jurisdictions can provide a range of housing opportunities necessary to house potential employees and phase residential growth in conjunction with the availability and capacities of public facilities, a more compact form of development could occur.

III. EXISTING REGIONAL POSITION: Executive Board decisions have not addressed the range of issues/opportunities discussed above, hence there is no position statement for this planning area.



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East
Contra Costa
Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



EAST CONTRA COSTA COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: This area consists of a number of small residential communities (Brentwood, Byron, Bethel Island, Oakley, Sand Hill, and Discovery Bay) with a 1975 population of approximately 15,000 people. The predominant urban land use is single family homes accounting for about 2000 of 2200 developed acres in 1973. The existing housing stock is old and inexpensive. In 1970, over 64% of all dwellings were over 20 years old. The median value of homes was 21% less than the county median; rents were 43% of the median.

The prime economic activity in East Contra Costa County is commercial agriculture with approximately 100,000 acres in agricultural use and considerable land with prime agricultural soils. Agricultural activities are becoming increasingly marginal due to small parcel size, water quality and supply problems. Large lot residential development and smaller tract subdivisions also constitute impediments to agricultural activities. Lacking significant job growth, this area will continue to be suburban with residents commuting to jobs in the Antioch-Pittsburg area or elsewhere in the region. Presently, express bus service to BART is available in Brentwood and Oakley.

New development may occur in environmentally sensitive areas. Both the Delta Lowlands and Bethel Island are classified as areas with high susceptibility to seismic hazards and much of the remaining area is also seismically sensitive. Potential flood hazard areas have been identified in Byron, Knightsen, and Oakley. Other areas are flood prone due to potential failure of the extensive levee system. Delta waterways provide unique regional recreational opportunities in this area.

- II. REGIONAL ISSUES/OPPORTUNITIES: Planned development for this area poses a number of problems for maintaining the productivity of agriculture, limiting sprawl, and addressing adverse impacts of new residential development in environmentally hazardous areas. In particular, two development proposals, if implemented, would provide for extensive urbanization of this area at a scale which would fundamentally alter the rural character of existing development:

1) Discovery Bay - Originally planned as a "second home" recreational community in an isolated area near the Contra Costa/San Joaquin County line, this community is now being marketed as a residential development with a potential population of 15,000. Development at this scale and in this location may primarily be oriented to the Stockton area. Whereas development as a recreational community would not necessarily generate long distance automobile commuting (home to work) with related impacts on air quality, its development as a residential community would have these

impacts. Commuting distances to Bay Area employment centers may be prohibitive. Since the County Board of Supervisors has made commitments to provide services to this area, actions by ABAG to limit growth in Discovery Bay may conflict with County policies.

2) Brentwood - a new general plan proposed for Brentwood would increase the area designated for urban use to about 8,000 acres, a 344% increase over what is envisioned in the existing plan. According to the proposed plan, future population could range from 16,000 to over 26,000 people who would reside in a full range of dwelling unit types, from low to high densities. Urbanization at this scale could entail development in environmentally hazardous areas and involve extensive conversion of prime agricultural lands to urban use. Brentwood's plans appear to be in conflict with County policies to preserve agricultural lands with prime soils. Land within the current LAFCO sphere of influence is rapidly being annexed and the proposed plan has a policy to expand the sphere of influence to accommodate the level of new development recommended in the plan.

A more compact development pattern is being fostered throughout the area through the design of planned wastewater facilities which will provide for local treatment in most communities with only one interceptor link between communities (Oakley-Bethel Island). While dispersed residential development could occur both along the interceptor and on septic tanks throughout the area, proposed large lot zoning to preserve agriculture, as well as LAFCO decisions on spheres of influence, urban service areas, and annexations could limit development in environmentally sensitive areas.

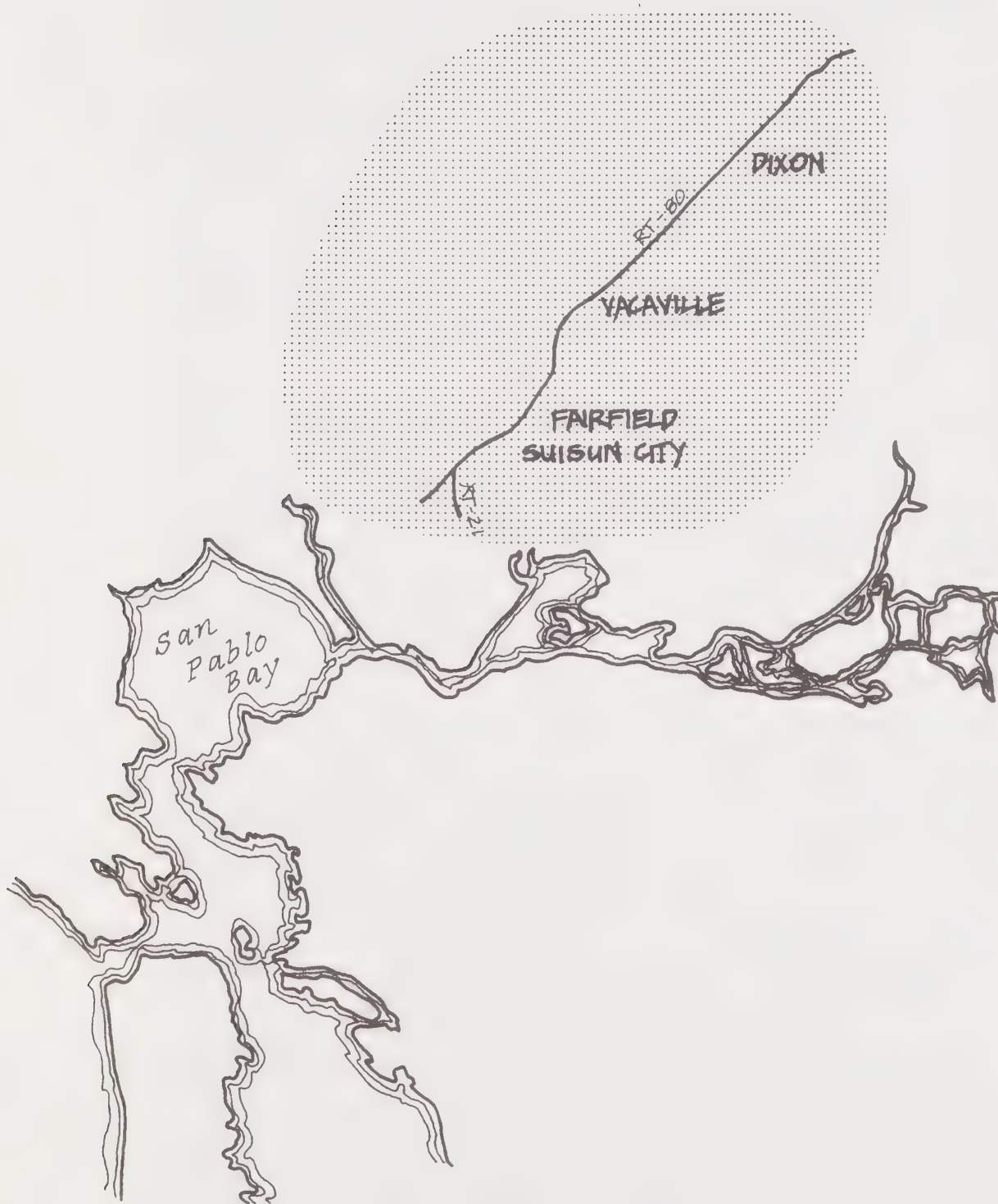
While not necessarily related to the scale of development which could occur in this area, the peripheral canal project may affect water quality and recreation in the Delta. Water quality may in turn affect agricultural operations which utilize supplies from the Delta system.

III. EXISTING REGIONAL POSITION: This position statement is based on an Executive Board project review recommendation which addresses many of the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions and projects have been deleted.

In 1976, Executive Board supported funding for a project to increase the capacity of wastewater treatment facilities serving the communities in this planning area. The recommendation called for the implementation of a number of actions to make the project consistent with regional policies, as listed below. It should be noted that this recommendation was approved by a one-vote margin.

- 1) That the capacity of the treatment plant for one community, geographically isolated from existing urban areas, be reduced to a level consistent with the "E-0" population projection in order to mitigate the impacts of suburban sprawl (e.g., increased commuting and related air quality impacts) in the East County area,
- 2) That all affected agencies make commitments to limit growth in unurbanized areas, e.g., by restricting hookups along one of the interceptor sewers,
- 3) That measures to provide for accelerated growth in local employment serving opportunities, tightly drawn sewer service boundaries, and large lot zoning to preserve agriculture would minimize adverse impacts on regional policies,
- 4) That affected agencies should participate in the AQMP.

Staff comments on the DEIR for a local plan to serve a large portion of the planning area reinforced the concerns addressed in the Executive Board recommendation (e.g., calling for large lot zoning in agricultural areas) as well as seeking clarification of how the plan would promote hazard reduction and recreational use where opportunities exist. Staff also stated that it appeared necessary to provide new housing in East County to relieve overcrowding, to offset low vacancy rates to replace substandard units, and to accommodate the formation of new households among the existing population who do not migrate elsewhere during the planning period.



CENTRAL SOLANO COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: In terms of population growth, this area of Solano County is one of the most rapidly growing areas in the region. Historically, both Fairfield and Vacaville have grown much faster than either the county or the region. Between 1970 and 1975, Vacaville accounted for over 50% of the county's total population growth. More recently, rapid residential development has continued in Vacaville and Fairfield and has now begun to occur in Suisun City. Although the median value of homes increased by almost 80% during this time period, the cost of housing is still very low relative to most other areas in the region. As a result of increased housing values, over a fifth of the population pays over 25% of family income for housing. Increases in the median rent level were the lowest reported in the region between 1970 and 1975.

Job growth rates in this area also exceeded county and regional averages between 1970 and 1975. Major employers include Travis Air Force Base, Anheuser-Busch, County Government, the State Department of Corrections, food processing and distribution industries. Although recent projections show that Solano County could be one of the slowest growing counties in providing new employment opportunities, significant amounts of land are zoned for future industrial use along Interstate Highway 80 between Cordelia and Vacaville and adjacent to Travis Air Force Base. Land available for residential use, mostly low density, is generally located adjacent to planned industrial uses.

With few exceptions, both residential and industrial growth is planned to occur within LAFCO spheres of influence. It should be noted that there is probably more undeveloped land within these spheres than anywhere else in the region. A great deal of urban activity is planned along the highway corridor from Cordelia to Vacaville. Dixon, a small community near the Yolo County line, also anticipates development pressures for substantial new residential growth but growth in this community may be oriented toward the Sacramento area rather than the Bay Area. Although all local governments in this area plan to accommodate significant residential growth, expanded service capacities for schools, water and wastewater will be needed to support new development. At least two cities (Vacaville and Fairfield) are both actively analyzing growth management in relation to fiscal issues. Except for Greyhound, regional transit service is not provided to this area although local systems operate within this area.

Outside spheres of influence, agricultural uses are prevalent. Countywide, the value of agricultural production was second highest in the region in 1976. Much land is held in agricultural preserves pursuant to the provisions of the Williamson Act. Solano County has recently modified this zoning ordinance to provide for extremely large lot zoning (1 unit per 160 acres) in agricultural areas. The major environmental resource which

may affect future development in Suisun City, Fairfield, and Cordelia is the Suisun Marsh, one of the most significant ecological systems in the State of California, whose location extends to the southern portions of these urban areas.

- II. REGIONAL ISSUES/OPPORTUNITIES: As reflected above, this area is planned to accommodate significant increases in population and industrial growth. Related to the potential growth, a number of issues remain to be resolved: i) whether industrial growth will provide employment opportunities for the resident labor force at a level to minimize commuting to employment centers elsewhere in the region, ii) whether industrial and residential growth would limit the potential for infill, redevelopment, or reuse in the older, more urbanized areas of the region, iii) the extent to which communities can provide housing opportunities for low- and moderate-income people, iv) the extent to which future residents will utilize transit, and v) whether growth will occur in conjunction with some kind of phased allocation program.

It seems clear that certain types of development occurring in this area offer certain advantages while others do not. As examples of the former, Fairfield seems to be running an aggressive program to conserve and expand housing for low- and moderate-income people while at the same time market pressures favor extensive suburban residential development. Both Fairfield and Vacaville are analyzing growth in relation to fiscal issues and this seems especially appropriate to offset adverse fiscal consequences associated with strong pressures for residential growth in excess of those for new industrial development. Travis Air Force Base, one of four potential sites for commercial aviation activity in the North Bay counties (Marin, Sonoma, Napa, Solano), could potentially serve both air travel needs and increased industrial activity. On the negative side, communities are making commitments to expand and extend services in anticipation of new development and this may induce residential development to the extent which opportunities to provide for a balance between residential and industrial growth are diminished. As services are extended to support low density residential uses and housing costs continue to increase, opportunities to address regional housing needs may be reduced.

- III. EXISTING REGIONAL POSITION: This position statement is based on Executive Board project review recommendations which address many of the issues/opportunities statements above. Its purpose is to illustrate how ABAG has applied regional policies to this planning area in the past. References to specific jurisdictions, projects, and grant applications have been deleted. Staff comments on environmental impact documents are also noted both as they follow up on Executive Board recommendations and as they discuss other issues/opportunities.

In approving funding for increased wastewater capacities in part of this area, Executive Board has emphasized the need to phase urban development and preserve prime agricultural land. In one wastewater review, Executive Board recommended that wastewater facilities (a proposed interceptor and pumping station) for a potential new town site be sized to serve the existing capacity and that service to a predominantly agricultural area be sized only for existing flows. In another wastewater review, the recommendation was for ABAG and city staffs to reach agreement on population projections and recommended that development be staged to avoid sprawl and preserve prime agricultural land. Staff comments on a project near one of these cities questioned whether the conversion of 1200 acres of agricultural land to residential use was consistent with Executive Board's recommendation and questioned the advisability of approving this project which could induce more residential development between the project site and existing developed areas.

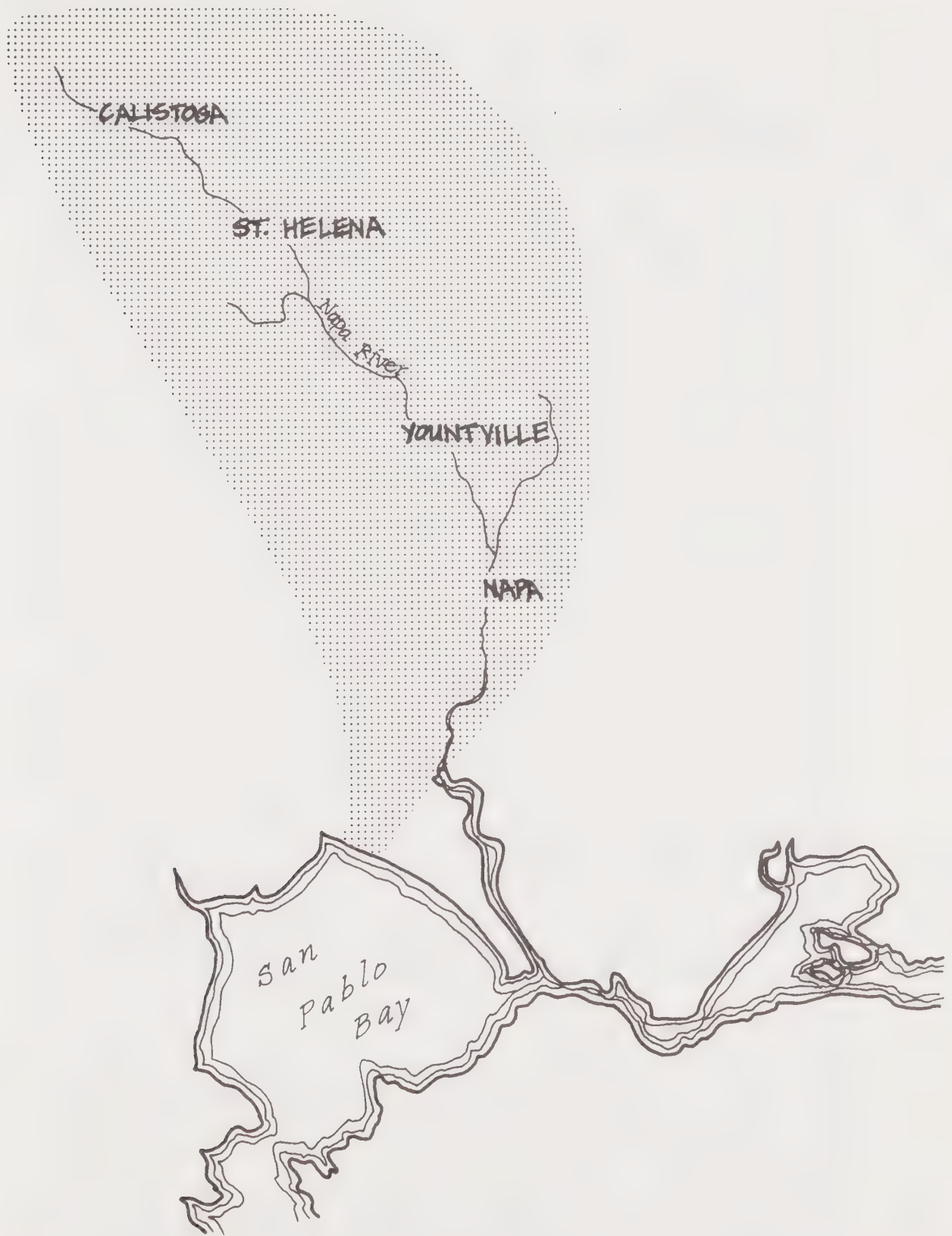
Executive Board has also been supportive of local efforts to provide subsidized housing in Central Solano County where one-year goals were consistent with targets set under the approved Regional Housing Subsidy Distribution System. Executive Board has also supported a grant application to undertake a growth management study in one rapidly developing city, stating that a number of the city's growth management goals (orderly growth, provision of housing for all sectors of the community, phasing the provision of services, and preservation of the agricultural industry to achieve a balanced economy) were consistent with regional policies. This project was recommended for funding, noting that the study would proceed with a recognition of areawide growth needs and that the potentially exclusionary impacts of growth management tools would be addressed as part of the planning process. Executive Board subsequently recommended funding for a CDBG application for this city with the hope that the growth management policies (which would be the outcome of the study mentioned above) would make explicit provisions for meeting low- and moderate-income housing needs. Staff comments on a DEIR expressed concern that implementation of the growth management policies was to be delayed for six years and urged that the scale of a proposed water system expansion be evaluated in relation to this delay. For this same jurisdiction, staff comments on a proposed industrial development asked that the project be considered in light of how much housing demand would be generated, the extent to which new jobs would reduce unemployment, and in relation to its potential fiscal costs and benefits.

For other parts of this planning area, review activity has taken the form of staff comments:

- o In reviewing a proposed annexation where development would have required the expansion of the capacities of public services, staff endorsed an idea posed in the DEIR to initiate a study of long-term public service

needs which would enable the city to evaluate development proposals comprehensively instead of expanding service systems incrementally in response to each new major development proposal.

- o Where a DEIS pointed out numerous adverse impacts for a large new residential development (impacts on transportation safety, flood susceptibility, overcrowded schools, water shortage, and fiscal capacity to provide new services), staff supported HUD in its efforts to require mitigation as a condition for approving mortgage insurance.



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Napa Valley

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



NAPA VALLEY PLANNING AREA

- I. GENERAL CONDITIONS: The 1975 special census for Napa County shows a population of approximately 90,000, with about half residing in the City of Napa. Countywide, about 62% of the population lives within cities, about 38% live in unincorporated areas. Growth of the county's housing stock has proceeded at a relatively constant rate since 1950. In the past five years, the cost of rental units increased at more than twice the rate of median household income. This may be indicative of an emerging housing problem for this area where 13.4% of the resident population is sixty-five years of age and 8% of the population had incomes below the poverty level in 1970.

In 1973, Napa County had a resident labor force of 23,500 non-agricultural wage and salary workers. Approximately one third of these workers were government employees. The remaining labor force works in the service sector (22%), trade (19%), manufacturing (16%), construction (5%), and finance, insurance and real estate (3%). Between 1970 and 1975 total jobs increased by more than 18% in the County; unemployment increased by 7% between 1970 and 1976, by far the smallest increase of unemployment of all Bay Area counties. Oxidant concentrations are high in the Valley. The Federal oxidant standard was violated on 32 days in 1974. Carbon monoxide and particulate standards were also exceeded, although not as frequently.

Presently, local land use policy serves to direct future growth to the cities. Existing city limits are designated by the LAFCO as the limits of urban development except in the American Canyon area where approximately 4,000 acres are available for future industrial use. Within the cities, limited excess wastewater capacity may limit population growth to approximately 10,000 population, but facilities are sized in accordance with an integrated land use/service provision program reflected in both city and county plans and ordinances. Large lot zoning in unincorporated areas tend to reinforce the orientation towards compact growth. Although the residential growth potential may exceed that for industry, both categories may be slow relative to the rest of the region.

Away from urban settlements in Napa County, a number of significant resource activities occur. The wine industry is an important economic activity and source of tourism for which the county is very well known. Lake Berryessa is the largest man-made lake in California and draws visitors throughout the region. Geothermal energy exploration is also occurring within the county.

- II. REGIONAL ISSUES/OPPORTUNITIES: Although more dynamic development activities are likely to occur elsewhere in the region, the development pattern in the Napa Valley offers a number of advantages. Both urban and rural land use and service policies direct residential growth to existing communities, achieving savings in the cost of providing services without limiting agricultural and resource management activities in rural areas. With limited water

and wastewater capacity to accommodate new development and coordinated land use and service policies, future development will likely occur as it has in the past--following the orientation toward compact growth.

As the Valley becomes more accessible to the rest of the region and as industrial activity increases in the American Canyon area or elsewhere in proximate areas of Solano County, pressures for additional residential development could increase markedly in the Valley. Since the Napa Airport is one of four potential regional airport facilities to serve the North Bay counties (Solano, Napa, Sonoma, and Marin), its expansion could also stimulate economic growth. When and if economic development pressures increase, Valley communities may be faced with decisions to expand the capacities of public services and it may become more difficult to maintain the character of existing communities in a setting removed from many of the problems of more rapidly developing areas. The present county general plan anticipates additional development pressure and has taken steps to avoid radical change in the Valley. Calistoga may be one area where pressures may be more immediate if commuting increases in response to economic development in Santa Rosa and elsewhere in Sonoma County.

At the present scale of development a number of diverse issues merit attention: i) as housing costs increase faster than personal income, the housing and service needs of the elderly may become increasingly difficult to address, ii) as the Valley continues to provide regional recreational and tourist attractions, the lack of regional transit facilities keeps these activities beyond the reach of transit-dependent populations, iii) regional transit service is limited to Greyhound service, hence access to jobs elsewhere entails long distance automobile commuting and may serve to increase mobile source emissions.

- III. EXISTING REGIONAL POSITION: Executive Board actions have not addressed the issues/opportunities noted above; hence there is no existing position statement for this planning area.



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Central Sonoma County

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



CENTRAL SONOMA COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: Central Sonoma County is an area where some of the region's most significant population and economic growth could occur. Between 1970 and 1975 the annual population growth was about 9,000 new residents per year. Since 1975 the population growth rate has decreased slightly. Indications are that in-migration is presently the primary stimulus for population growth. Between 1970 and 1973, out-commuting from the county increased by 50%. While in-migration and out-commuting seem to reflect a more affluent population moving into the area, the 1970 census shows 10.4% of all families with income below the poverty level, the highest percentage in any Bay Area county. Presently, single family housing units outnumber multiple family units by a ratio of about four to one. Multiple-family housing is projected to increase at a rate faster than the rate of single-family housing growth over the next twenty years. Over the same time period out-commuting is expected to increase by almost 100%.

Until recently, economic growth in Central Sonoma County responded primarily to population growth, with growth in local-serving jobs (retail sales, professional services, real estate, finance) outnumbering basic industrial jobs. Around 1968, a new trend emerged with a growing number of high technology and small manufacturing industries establishing facilities in Sonoma County. Approximately 3,200 acres of land are now designated for future industrial use. Inexpensive land, a large semi-skilled resident labor force, and environmental amenities are factors that contribute to the County's ability to attract new industry. Santa Rosa, Petaluma, and Rohnert Park could all be focal points of future economic activities.

In response to rapid growth and change, local governments have applied stronger land use controls. Petaluma's Residential Development Control System limits the total number of dwelling units that can be built in a year and establishes a procedure for choosing among potential developments. Santa Rosa has adopted a growth management program that integrates annexation and urban expansion policies. Sonoma County has an adopted "community separator" policy which leaves lands in open space between community centers.

In spite of these individual efforts, there is a lack of consensus between the cities, Sonoma County, and special districts on where future development should occur. Presently Sonoma County is the only county in the region where city spheres of influence have not yet been adopted by the Local Agency Formation Commission. In some cases, service districts serve development without annexation and prior to the resolution of development policy conflicts between jurisdictions. As yet, intergovernmental mechanisms to implement coordinated development objectives have not been established.

Urban development pressures have largely been limited to Santa Rosa and areas to the south. More recently development has been occurring in the Windsor unincorporated area just north of Santa Rosa and may soon extend further north to Healdsburg. North of Santa Rosa, agriculture constitutes the major economic activity. In 1976 the value of agricultural production in the County was the highest of all Bay Area counties. The wine industry constitutes both an important industry as well as a source of tourism.

II. REGIONAL ISSUES/OPPORTUNITIES: With population and economic growth occurring rapidly and simultaneously in Sonoma County and with the potential to attract and absorb more growth, a number of issues emerge:

1) Similar to other areas where significant economic growth could occur, the distribution of this growth will determine the extent to which fiscal disparities will arise. In the past, economic growth has been concentrated in Santa Rosa. If this trend continues, it may be difficult for other jurisdictions to bear the cost of providing services to residential development generated by industrial growth elsewhere. In contrast to the existing pattern of economic development, the dispersal of economic growth could result in a more balanced distribution of public revenues derived from new industry.

2) While industrial growth offers the potential to relieve unemployment and reduce commuting, recent growth has not seemed to have either of these effects. Even if an influx of job growth occurs, it is not clear that housing would be available at a cost affordable to future employees. The proximity of this type of housing to jobs seems key in reducing commuting although such efforts may be frustrated as the in-migration of residents who work in other employment centers continues. The increased use of both local and regional transit facilities seems necessary to realize potential air quality benefits associated with this form of commuting. The prevalence of dispersed low density residential development may be one factor which deters increased transit use.

3) As dispersed residential development continues to occur outside of existing incorporated areas or in areas lacking one or more urban services, potential impacts include increased costs of providing most public services, the premature conversion of agricultural lands to urban use, and the inducement of additional residential development between isolated development sites and existing urban areas. The siting of industrial and major commercial uses at the fringe of existing developed areas

and in unincorporated areas may also contribute to pressures for dispersed residential development. The scale of economic activities in these locations may also jeopardize attempts to revitalize older commercial areas more central to existing communities (e.g., Santa Rosa).

4) The Santa Rosa Airport is one of four potential sites for future commercial aviation activities in the North Bay Counties (Solano, Marin, Napa, Sonoma). In addition to evaluating its impact in serving future air travel needs, airport development should be analyzed as an industrial activity which may generate additional employment and economic activities.

III. EXISTING REGIONAL POSITION: Past actions of Executive Board have not addressed the range of issues/opportunities described above, hence there is no position statement for this planning area.



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North Coast

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



NORTH COAST PLANNING AREA

- I. GENERAL CONDITIONS: This planning area is the most sparsely populated in the region. Urbanization is limited to a number of small communities along Highway One: Stinson Beach, Bolinas, Point Reyes Station, Inverness, Tomales, Jenner, and Ross. In addition to these communities a number of large subdivisions (e.g., Sea Ranch and Bodega Harbour) and "second home" recreational communities are planned. Most jobs in the area are in agriculture or recreation. Timber harvesting is still an important economic activity in Sonoma County, although its productivity has declined near the coast. The dairy industry, one of the last family farm enterprises, may also decline due to a lack of water and economic trends which favor larger agricultural businesses than are found on the coast.

The North Coast planning area contains a wealth of environmental resources unique to coastal areas of the region. In 1975, approximately 67% of the length of the Marin County's coastline was in public ownership. The Golden Gate National Recreational Area and the Point Reyes National Seashore are the two largest Federally owned recreational areas. The State and county own less extensive lands in Marin County. In Sonoma County, public lands comprise approximately 38% of the length of the shoreline. In addition to recreational areas, marine and coastal wildlife habitat areas are found along the coast, rivers, and bays. Safety hazards include the presence of the San Andreas Fault, erosion and landslide areas. Low lying coastal areas and flood plains are subject to tsunami.

Access to this area is extremely limited. Highway One provides north-south access along the coast and connects the north coast to more urbanized areas in Marin County. Peak hour volumes exceed the design capacity in Stinson Beach and Bodega Bay and additional urban development could create similar problems elsewhere. Highway 116 provides access to urbanized areas in Sonoma County. Presently only 1% of coastal travellers make use of transit.

- II. REGIONAL ISSUES/OPPORTUNITIES: Coastal areas provide a wealth of environmental resources which can't be duplicated elsewhere in the region. Recreational facilities in coastal areas are used by residents and visitors from throughout the region.

In the past, local planning and development efforts were predominantly urban-oriented. Land divisions and development have preempted prime agricultural lands, threatened unique natural habitats, and diminished the scenic and recreation values of the coastal area. Moreover, many developments have occurred on sites with severe public safety hazards, or are further straining already limited water resources. Although large scale land acquisitions by public agencies may eliminate some of these problems a number of issues remain:

- 1) Accommodating new urban development without degrading environmental resources - The location of new development will determine whether resource protection in critical areas can be achieved. Compact growth, i.e., infill of existing communities, rather than dispersed growth may be the means to accommodate new development at the lowest environmental cost.
 - 2) The availability of services and facilities - Public investments in sewers, water, and roads will influence the pattern of land use which evolves along the coast. Their use as positive instruments to control and manage urban development will affect the extent to which both development and conservation objectives can be achieved. With limited capacities of most public services, conflicts or competition may arise in meeting the demands of residents and visitors who utilize the recreational facilities in this area.
 - 3) Economic Development - Although recent land acquisitions and legislation may limit the extent to which development threatens the economic productivity of agriculture, the existing tax structure may still serve to make agriculture less profitable. The Williamson Act is designed to preserve agricultural areas; however, its impact is not sufficiently reflected in market values to provide an incentive for increased agricultural productivity.
 - 4) Providing access to the Coast - Although some resource areas are extremely vulnerable to degradation by human use, the value of recreational resources can't be realized without providing adequate access. Accordingly, commercial-recreational facilities may be needed to serve visitors if access is increased. Presently, options to improve accessibility to this area seem limited. Funding for expanded highway facilities is limited and additional capacity may result in a number of adverse environmental impacts. Transit operations are expensive and the cost of transit may limit opportunities to expand this service.
 - 5) Institutional Relationships - The Coastal Commission has the regulatory power to control development in this area. ABAG's Local Government and Organization Committee has endorsed the State Coastal Plan. Whereas ABAG's policies are seen to be consistent with those of the Coastal Plan, ABAG's perspective toward coastal issues (e.g., access to the coast) differs from that of the Coastal Commission hence recommendations to implement general policies may differ slightly.
- III. EXISTING REGIONAL POSITION: This position statement, which addresses most of the issues/opportunities statements above, consists of a series of detailed actions (summarized below) which implement the general policies of ABAG's Regional Ocean Coastline Plan (ROCP), approved by Executive Board in 1973.

o Public Services

Coastal development should be directed to designated community growth areas and away from hazardous or valuable open space areas through control of location, capacity, and timing of major public facilities.

o Accessibility

1. A regional coastal recreation access plan to develop an attractive public transportation alternative should be prepared immediately. Supplementary public recreational access should be provided for all significant increases in recreational facilities.
2. Major upgradings which would significantly increase the vehicular capacity of the coastal roadway network should not be permitted.
3. Proposals for development outside community growth areas should provide local-serving commercial facilities and internal circulation systems to minimize external automobile travel.
4. A trail system is also proposed, including biking, hiking and horse trails to serve regional needs. Major recommendations consist of interconnected shoreline, coastal terrace, and upland ridge trailways, and trails to provide access to important recreational opportunities and interior population centers.

o Water Supply and Sewage Disposal

1. In Community Growth areas, extension of facilities and creation or expansion of service districts are permissible.
2. In Open Use-Limited Development areas, no expansion of existing facilities to increase capacity beyond that necessary to serve existing development should be permitted. In such areas only internally supporting, self-contained facilities should be permitted.

3. In Natural Resource Conservation areas, extensions of water supply and sewer service facilities may be provided for recreational uses, and extensions of water supply facilities may be provided for agricultural uses.

Five additional strategies deal with water supply and sewage disposal outside community growth areas:

- a. except for agricultural uses, no interbasin transfer of water shall be permitted;
- b. effluent treatment must be accomplished locally, using an appropriate land disposal or package treatment system, and all dischargers must comply with requirements to be set by regional water quality control boards;
- c. all direct and indirect costs for water supply and sewage disposal systems should be borne by their developer or user and not passed on to the public;
- d. sewer and water systems must be designed and constructed at a capacity appropriate only for the proposed use;
- e. services may be inaugurated, expanded or extended for development already initiated which assumed available services, and development already completed for which such service is now required by discharge requirements of a regional water quality control board.

o Acquisition

Priorities for acquisition have been assigned and mapped in the plan. Key coastal open space resources which do not lend themselves to regulation are assigned an acquisition priority, based on the relative regional open space value of the area and the threat of loss. It is not the intent of these priorities to supplant continuing park, recreation, open space or natural preserve acquisition programs of the many agencies involved in such work, but to augment regulation in an attempt to assure compatible use of regional open space resources.

Additionally, the following actions, cited from the ROCP also provide a basis to evaluate proposals for new development in the North Coast Planning Area:

- o Uses may not degrade the quality of critical open space elements of the coastal environment - wildlife habitat resources, recreational resources and prime agricultural

resources. Wildlife habitat resources should be limited to educational, scientific and recreational uses which have a high degree of compatibility and minimal impact. Public recreational resources should be maintained in appropriate open space uses for public use and enjoyment. Prime agricultural resources should be reserved for appropriate agriculturally-dominated activities. They should not be committed to development nor subjected to such development pressures that agricultural operations are taxed so heavily that they cannot survive.

- o Hazards to public safety include earthquake-induced ground shaking, slope instability, shoreline erosion, steep slopes and flooding from storm runoff or seismic sea waves. Development should not be permitted which could reasonably be expected to result in significant hazards to persons or property, or where demands may be reasonably anticipated for major alterations to the environment as protection against hazards.
- o Development must conform to all public service policies indicated above. Additionally, development which would result in levels of use in excess of existing highway capacity should not be permitted.
- o No development should prevent reasonable and appropriate public access from public roads to the tidelands. An upland public easement, at least 100 feet in width, should be dedicated to provide access along the shore. Such easements are to be in addition to setbacks necessary due to hazards.



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Urbanized Marin County

Sub-regional Planning Area

ASSOCIATION OF
BAY AREA GOVERNMENTS



URBANIZED MARIN COUNTY PLANNING AREA

- I. GENERAL CONDITIONS: Urbanized Marin County has traditionally maintained a suburban relationship to San Francisco and other regional employment centers. On a countywide basis, the median income level is the second highest in the region; the percentage of families below the poverty level is the second lowest. Housing values and rents are the highest in the region and assessed valuation per capita is higher only in San Mateo County. As is the case elsewhere in the region, housing sales values and rents continue to rise faster than median household incomes. Most housing is in good condition, less than 5% of the total housing stock was physically substandard, overcrowded (or both) in 1975. Demographically, household size in the county is declining. Although this decline may not be as dramatic as in other areas in the region, it may lead to fundamental changes in this area where communities have historically developed as family-oriented suburbs.

Locally, wholesale and retail trade, services, and government provide about 75% of all job opportunities in the county. Between 1970 and 1975 total jobs within the county increased by only about 7%, a rate exceeded in six of the nine other Bay Area counties. Over half the resident labor force commutes to work outside the county, of which 60% commutes to San Francisco. Compared to other North Bay counties (Sonoma, Napa, and Solano counties), transit use in Marin is by far the highest, with about 9.1% of the labor force commuting to work by transit in 1970. This percentage is the third highest regionwide, exceeded only by the more urbanized San Francisco and East Bay areas. Even with this percentage of transit commuters, peak hour congestion occurs along Highway 101 in Mill Valley, Corte Madera, Greenbrae, and San Rafael.

Local development policies provide for controlled growth throughout much of this area. The Richardson Bay Residential Review Ordinance establishes a dwelling unit quota for some communities in conformance with countywide plan projections. Similar growth management mechanisms are being developed for use elsewhere in this area. Generally most population growth is being accommodated within LAFCO spheres of influence. Based on local projections, the percentage of people who reside in the cities (relative to rural areas) will increase in future years. Multiple family housing is anticipated to increase its share of the total housing stock.

Both basic and population serving employment is projected to increase by two-thirds over the next twenty years in the county but much of this growth depends on plans to develop Hamilton AFB as a major employment center. The county lacks several factors which tend to foster economic growth: the availability of inexpensive land and labor, deepwater harbors, and a central location with respect to regional markets.

The extent to which the capacity of services would effect population growth is uncertain. New wastewater facilities are being planned for the entire area at a capacity consistent with local projections. Flow limitations imposed by State regulatory agencies may limit the useable capacity to a level substantially lower than planned, at least on an interim basis. The most apparent short-term constraint to growth is potable water. This area is served by the Marin Municipal Water District which participates in a service allocation program with the cities and the county. The North Marin County Water District serves the Novato area. Additional supplies from the North Marin Intertie, the Soulajule Reservoir, and reclamation of wastewater could potentially overcome the constraint which existing water supplies impose.

As elsewhere, air quality emissions for particulates and oxidant exceed established standards, although existing conditions are not as severe as the more heavily polluted areas of the region (e.g., Livermore, San Jose). Water quality problems include periodic algal blooms in several locations and the discharge of raw sewage from houseboats in Richardson Bay. Shellfish harvesting is prohibited off the Marin County coast in San Pablo Bay due to high levels of bacterial and/or heavy metal concentrations.

- II. REGIONAL ISSUES/OPPORTUNITIES: Local governments and service agencies in this area are taking assertive measures to guide and manage urban growth. New development is directed to existing developed areas to foster a pattern of compact growth. This pattern avoids development in hazardous areas, limits the costs of extending services, and will likely foster the use of transit (especially as residential development densities increase).

The relative scarcity of employment opportunities and the cost of housing in this area does raise certain problems:

- 1) Compared to other counties there is little land available to support future economic growth. While any significant increase of economic activities could have fiscal advantages, the availability of jobs which provide employment opportunities to the resident labor force would be necessary to eventually reduce out-commuting. Whether the type or magnitude of job growth would be sufficient to have this effect remains to be seen. As out-commuting increases, the capacities of transportation facilities (highways and transit) may be inadequate to serve future commuters. The expansion of job opportunities also offers the promise of reducing unemployment but lacking the ability to afford housing in urbanized Marin, many new employees could be faced with regressive commuting costs as they commute into the area.

- 2) Future housing conditions and growth management policies should be viewed in relation to expanded economic activities. Housing costs, as affected by public policies and otherwise, may limit opportunities to diversify housing opportunities and achieve income balance as employment opportunities expand. Presently there are indications that young families and the elderly have difficulty staying in Marin because of the rising cost of housing, transportation and other living expenses. Unless growth management efforts are geared to provide a diversity of housing opportunities--including housing for low and moderate income people--their implementation could negate efforts to develop more balanced social and economic communities.
- 3) As indicated above, commuting patterns will likely change in response to increased economic activity and the changing demographic profile of the resident population if and when they occur. The need for new transportation facilities should be evaluated in terms of these trends in order to both maintain and increase the level of transit use and to realize related air quality benefits. Non-commute travel is also an issue for both residents and non-residents who gain access to coastal recreational facilities by traveling through Urbanized Marin County. Meeting recreational travel demands, especially by transit, appears necessary in light of both policy and funding constraints for expanded highway capacity and to meet the needs of transit dependent populations both locally and regionwide. Transit-dependent populations would benefit from access to shopping and public facilities, as well as recreation.
- 4) The determination of which North Bay airport site is designated as a regional commercial aviation facility would have a great impact on development options in Urbanized Marin County. Hamilton AFB is one of four potential sites for commercial aviation activity and its expansion may well attract airport related industry and spur its development as an employment center. Neither Marin County nor Novato favor commercial aviation use at Hamilton. The County does favor general aviation facilities at Hamilton while Novato supports this type of use at Gness Field, northeast of the city. Since the Hamilton AFB area probably offers the greatest potential for industrial growth in the county, decisions about the future use of this facility should be viewed in the context of potential impacts throughout this planning area.

III. EXISTING REGIONAL POSITION: Executive Board actions have not addressed the issues/opportunities noted above, hence there is no existing position statement for this planning area.

VII.

REGIONAL PLANNING PROCEDURES

The way we plan is as important as what we plan for. That means finding answers to the following questions: How does ABAG identify issues? How are they analyzed? How do actions turn into regional policy? What are the real avenues for citizen participation? How are trade-offs made between two legitimate plan objectives? How is the Regional Plan amended? How are other agencies' planning programs coordinated with ABAG's?

These are sometimes called "procedural" questions. They are not the subjects of the planning decisions themselves, but they do address the rules that ABAG follows in order to make a decision. These are important because the way in which the public is involved, the way rules are changed, and the types of impacts that are investigated can all have a profound impact on the ultimate decisions that are made. That is why this section on procedures is included in the plan. That is why these procedures have been officially adopted by ABAG. They are not simply guidelines to help professional planners in their day to day activities. They are patterns of behavior that ABAG's officials agree to follow.

Attention to procedures is particularly important in this type of regional plan. The plan does not contain a single prescription for all regional problems, and the programs it does recommend are not achievable at any one time. Decision makers will be facing problems and looking for solutions that might not even be identifiable today. And yet decisions, when they are made, should be consistent with established policy. The procedures ABAG has adopted are the link between commitments made today, and actions that will be taken tomorrow.

ABAG's procedures are broken down into six sections. They are identified briefly below, and are explored in detail in the remainder of this section:

1. Plan Amendment
2. Assessment and Decision Making
3. Use of Series 3 Projections
4. Plan and Project Review
5. Intergovernmental Coordination
6. Citizen Participation

1. PLAN AMENDMENT

PROVISIONS AND PROCEDURES FOR REVIEW AND

REVISION OF THE REGIONAL PLAN

I. Revisions to the Regional Plan

Revisions to the Association of Bay Area Governments' Regional Plan (RP) for the San Francisco Bay Area shall be by action of the Executive Board.

In accordance with policy adopted by the General Assembly in July, 1970, all formal action revising the RP is subject to review by the General Assembly.

Regional Policies identified in the Plan Elements and ABAG Procedures are intended to have long-range status. A description of regional issues and of governmental organizations as well as specific Plan Strategies will be reviewed annually.

II. Annual Review of the Regional Plan

The RPC, in accordance with the Executive Board policy on committee operation, shall conduct an annual review of all portions of the RP.

A. Sources of Proposals for RP Review

Proposals for revisions in the RP may come from sources as follows:

1. External Sources

- a. Citizens of the Region
- b. The Legislative Body of Member Governments and Regional Agencies
- c. The Chief Executives of State and Federal Agencies

2. Internal Sources

- a. ABAG General Assembly
- b. ABAG Executive Board
- c. ABAG Standing Committees and Task Forces
- d. ABAG Staff

3. Combined Internal-External Sources

- a. Interagency Committees
- b. Interagency Staff Teams

B. Procedures for Review of the RP

The RPC, in accordance with the Executive Board policy on committee operation, shall conduct the review of the RP for possible revision.

The RPC shall review, comment and, where appropriate, recommend to the Executive Board proposals for RP revision.

III. Schedule for Annual Review and Provision for Emergency Procedures

A. Annual Review Cycle

Revisions to the RP may be proposed February through April. Executive Board approval shall take place during the period September through January each year.

B. Steps in Annual Review Cycle.

<u>Steps</u>	<u>RPC</u>	<u>ABAG Staff</u>	<u>Executive Board</u>
I. February through April	<ul style="list-style-type: none">●Solicit proposals for RP revision●Notify public of availability of proposed RP revisions●Review individual proposals●Confer with other ABAG committees as necessary●Hold public study sessions and meetings as necessary●Compile list of proposals for revision recommended by all sources through April	<ul style="list-style-type: none">●Assemble list and file of proposed RP revisions	
II. May through September	<ul style="list-style-type: none">●Select proposals from composite list to be evaluated●Make initial public distribution of list and assessment of impacts on the Regional Plan●Evaluate proposals●May hold public meetings on proposed revisions	<ul style="list-style-type: none">●Provide memoranda and staff reports to RPC on the relationship of individual proposals to existing RP.●Prepare assessment of proposals	

<u>Steps</u>	<u>RPC</u>	<u>ABAG Staff</u>	<u>Executive Board</u>
III. October through January	<ul style="list-style-type: none"> ●Forward and present to Executive Board an RPC report on RP Review/Update containing: <ol style="list-style-type: none"> 1. An Assessment and Evaluation of composite list of proposals for RP revision. 2. Summary of Public Responses to proposed revisions. 3. RPC evaluation of those responses. 4. Recommended Plan Revisions. 5. Recommendations for referral to ABAG committees on items requiring further consideration, such as research recommendations to WPCC or proposed legislative positions to L&GO 	<ul style="list-style-type: none"> ●Comply with CEQA environmental assessment requirements (if necessary) and write Plan Report. ●Print and distribute final revisions. 	<ul style="list-style-type: none"> ●Receive Plan Report in October and schedule public discussions on proposed revisions. ●Approve revision of the RP.

C. Amendments to Regional Plan to Ensure Consistency Among Plan Components Jointly Adopted with Other Regional Agencies.

The following provisions for plan revisions shall apply in instances where ABAG has adopted portions of the plan of another regional agency as a component of the ABAG Regional Plan, Sections A and B above notwithstanding.

1. The Regional Planning Committee shall receive and review proposed revisions to the other agency's plan which will affect the ABAG Regional Plan prior to final action by that agency. The RPC shall prepare a report which identifies consequent revisions to the ABAG Regional Plan which would be implied by the proposed action. The report shall be communicated to the ABAG Executive Board as a draft recommendation for plan revision. A copy shall be directed to the governing body of the other regional agency for information prior to its final action.
2. Once the other regional agency has acted to revise its plan, the Regional Planning Committee shall review the action to determine the implications and consistency of the revisions with the ABAG Regional Plan and make recommendations to the ABAG Executive Board.
3. The ABAG Executive Board shall then hold a public meeting and act to approve or reject the proposed revisions to the ABAG Regional Plan which reflect changes in the other agency's plan within 60 days of receipt of recommendations from RPC.

D. Emergency Procedures

Emergency Procedures can be invoked by a two-thirds affirmative vote of the Executive Board to consider a proposed revision of the RP earlier than the annual review, under unusual circumstances such as follows:

1. In response to a natural, social, or environmental emergency.
2. If funding for a particular project, program, or facility deemed to be of urgent need to the implementation of the RP would be jeopardized by following the normal review and revision period.
3. If the work program proposed by the amendments and its implementation would be jeopardized by an undue time delay.

Once emergency procedures have been invoked, the RPC shall forthwith consider and recommend to the Executive Board action on the proposed revision. Provisions relating to public meetings, Executive Board adoption after presentation, and vote required to adopt shall follow procedures for annual revisions.

2. ASSESSMENT AND DECISION MAKING

Intelligent planning decisions should lead to the greatest possible improvement in a particular problem area. At the same time, they should not have social, economic or environmental effects so unacceptable as to prevent implementation. The process of reaching such a decision is called impact assessment.

Impact assessment looks at the consequences of a particular action. It asks what will happen, if there are harmful effects, and if there are alternatives. The answers to these questions help decision makers act.

Assessment comes of age

Although the decision making process just described strikes most people as a logical way to make choices, it has not always been part of the planning process. In fact, it was not really until the milestone legislation that created the National Environmental Protection Act and the California Environmental Quality Act with their impact reporting requirements that it became routine to look at proposals in terms of their impacts. Before that time, plans frequently contained fixed proposals and implementing actions, with little anticipation that problems might develop, that conditions might change over time, and that new actions would be required. In fact, in many plans a detailing of specific actions became the central planning concern rather than the process for selecting actions.

Assessment gained importance because planning had changed significantly in the past ten years. Two basic ideas led to interest in the impact assessment:

1. Planning means looking at alternatives.

Planning began to look less at single comprehensive solutions, and emphasized instead alternative actions to meet different goals. The notion that planning could produce one ideal solution was replaced with the idea that many possible solutions were available, and that selection of one over another depended on impacts on a variety of concerns.

2. Planning means guiding decisions in the future.

Decisions are not made all at once. Indeed, we cannot even anticipate some of the problems of the future, let alone the solutions. But a plan is a framework for making incremental decisions based on certain pre-determined values of what is important. Impact assessment reminds decision makers that decisions are not made in a vacuum.

What gets assessed?

The purpose of assessment is not to stall decisions. It is to help make the right decision. That requires collecting information about impacts. But a problem here is that this can lead to an enormous amount of information, some of which can be irrelevant and misleading. The challenge of assessment is to limit the impact investigation to significant information.

One way to speed this process and avoid irrelevant questions is to determine ahead of time what major impacts a plan might possibly have. The checklist that follows later in this chapter attempts to present a master list of impacts that should be useful for most possible plan actions.

Assessment and Evaluation

It has been noted that assessment requires gathering information about possible impacts. But how does that lead to actual political decisions? How do decision makers go from determining the magnitude of an individual problem to a conclusion that a given problem, regardless of its magnitude, is in fact a significant one? Here it is useful to introduce a special and distinct phase of assessment which is sometimes called "evaluation." The two are distinguished this way:

1. Assessment concentrates on developing information about the potential impacts of alternative plans;
2. Evaluation involves the use of that impact information by decision makers in judging, selecting and adopting the plans.

The main difference between these two is that the first is primarily a technical exercise, and can be directed through predetermined procedures such as these. Evaluation is a political choice, and can be made only by decision makers. Ultimate selection will of course depend on the values decision makers bring to their tasks. Collection of the assessment information which is done as a public act will at least help make those decisions as informed as possible.

Planning and assessment become one and the same

Impact assessment provides information on the environmental, economic, social, institutional and financial effects of plans, programs and projects. Experience shows that developing an after-the-fact environmental impact statement or report often results in identifying impacts that jeopardize plan implementation or that require costly new planning or engineering. A more efficient and meaningful approach to plan development integrates assessment and planning. Such an approach allows the weighting of environmental, economic, and social benefits and costs of alternative solutions to different planning problems, such as environmental quality, housing or economic development. The result should be a decision that leads to the best possible impact on the greatest number of planning programs.

ASSESSMENT CHECKLIST

A checklist is provided below to guide the assessment process. The goal of the assessment process is to compile information on a full range of effects that might be associated with alternative plans and programs. Review of the assessment checklist below is the first step in realizing that goal. A second step in the process involves identifying potential impacts of particular implementing actions using the checklist factors in a matrix analysis. The third step involves developing a procedure to predict the nature and extent of the impact. This impact information is displayed in summary form for evaluation by decision makers.

The assessment checklist also serves as one part of a screening mechanism. The major categories and sub-categories of the checklist can be related to different implementing actions in a matrix analysis. The matrix analysis shows cause-effect relationships, screens out the number of criteria affected by implementing actions, and directs the assessment of alternative plans.

ASSESSMENT CHECKLIST

I. ENVIRONMENTAL CRITERIA

A. Air Quality

1. Federal standards for air quality

- Total suspended particulates
- Carbon monoxide
- Photochemical oxidants
- Hydrocarbons
- Sulfur dioxide
- Nitrogen dioxide

2. State standards for air quality

- Lead
- Sulfate
- Hydrogen sulfide
- Ethylene
- Visibility reducing particulates

3. Other air quality considerations

- Ozone depletion
- Odor

B. Surface and Ground Water Quality and Quantity

1. Effect on beneficial uses

- Municipal and domestic supply
- Agricultural supply
- Industrial process supply
- Industrial service supply
- Groundwater recharge
- Freshwater replenishment
- Navigation
- Hydropower generation
- Water contact recreation
- Non-contact water recreation
- Ocean commercial and sport fishing
- Warm freshwater habitat
- Cold freshwater habitat
- Preservation of areas of special biological significance
- Saline water habitat
- Wildlife habitat
- Preservation of rare and endangered species
- Marine habitat
- Fish migration
- Fish spawning
- Shellfish harvesting

2. Water Quality Objectives have been set forth in the Basin Plan (Water Quality Control Plan, San Francisco Bay Basin) to protect the beneficial uses of surface and ground waters. These objectives have been accepted by State and Federal agencies. The assessment process will involve the estimation of the effects of alternative environmental management strategies with respect to these water quality objectives and other policies.
3. The assessment process will also involve the estimation of mass emission rates of pollutants. These emissions will include:
 - Organic material
 - Nutrients
 - Sediments and other suspended solids
 - Disease causing organisms
 - Floating material
 - Heat
 - Radioactivity
 - Heavy metals and other toxicants
 - Chemical constituents
4. Effect on surface and ground water quantity
 - Impact on surface water supplies and requirements for water importation
 - Impact on groundwater table
 - Changes in safe yield
 - Subsidence

C. Physical Resources

1. Effect on flora and fauna
 - Impacts on desirable, unusual, rare, or endangered species
 - Impact on plant species which provide cover and food for important wildlife species
 - Effects upon noxious species of plants or animals
2. Effect on the supply of critical land-related resources
 - Impact on prime or unique agricultural lands
 - Impact on other agricultural lands
 - Impact on mines, quarries, and mineral-bearing lands
 - Impact on timber-producing and other forested lands
 - Impact on salt ponds
 - Impact on geothermal sites
 - Impact on wet lands, marshes, coastal zones, and estuaries
 - Impact on wildlife habitat
 - Impact on hilly land, fragile land, or land subject to erosion

3. Effect on land sites with special development characteristics
 - Effects upon lands uniquely suited for seaport, airport, marina, or energy site development
4. Effect on recreation use or potential
 - Impact on actual or potential recreation sites (e.g., parks, beaches, stadia, etc.)
 - Impact on recreation use
5. Effect on solid waste
 - Impact on solid waste volume
 - Impact on resource recovery
 - Impact on hazardous materials

D. Energy

1. Effect on energy consumption/demand
 - Impact on natural gas consumption
 - Impact on electricity consumption
 - Impact on petroleum consumption
 - Impact on coal or other non-renewable energy resource consumption
2. Effect on energy conservation/supply
 - Impact on efficiency in the use of energy
 - Impact on energy use
 - Peak energy use
 - Off-peak energy use
 - Impact on resource recovery and recycling
 - Impact on energy production as a by-product of residuals management
 - Impact on solar energy production

E. Amenities

1. Effect on visual amenities
 - Preservation of scenic areas, the natural state of the environment, and open space
 - Height and bulk of structures required for or affected by the plan
 - Visibility impact of clean air
 - Appearance of urban landscape

2. Effect on historic and cultural resources

- Impact on historic landmarks, monuments, districts, archaeological sites, and other areas of historic or cultural significance
- Impact on sites with special water-related historical significance

3. Effect on noise

- Impact and location of transportation noise
- Impact and location of construction noise
- Special noise problems due to pollution reduction activity (e.g., trash collection, street sweeping)

4. Effect on odor

- Impact on type, strength, location and duration of odors

II. INSTITUTIONAL AND FINANCIAL CRITERIA

A. Financial

1. Direct costs of implementation

- Capital and replacement costs
- Operating/maintenance costs
- Administrative costs
- Costs of regulation, inspection, and enforcement

2. Fiscal effects on local government (assuming constant levels of State or Federal assistance)

- Impact on general obligations, revenue or special assessment bonds and bonding capacity
- Impact on property tax base
- Impact on property tax rate
- Impact on sales and other taxes
- Impact on fees, licenses, and other user charges
- Impact on connection and stand-by charges
- Impact on Federal and State grant subvention funding dependence and eligibility
- Impact on interest earnings and cash revenues

B. Institutional

1. Impact on the provision of public services

- Type, level, and displacement of public service (e.g., police, fire, sewerage, etc.)

2. Effect on public agencies

- Impact on intergovernmental responsibility and coordination

3. Implementability

- Public acceptability
- Organizational and political feasibility
- Legal capability
- Impact on existing plans, regulations, and policies
- Complexity or simplicity of control measures and their implementation

4. Flexibility

- Reversibility of decision

III. ECONOMIC CRITERIA

A. Production of goods and services

1. Effect on industrial, commercial, agricultural, and service activity by categories (e.g., manufacturing, construction, transportation, etc.)
2. Effect on employment, unemployment, and underemployment
 - Impact on job creation and elimination by categories (e.g., professional, technical, crafts, etc.)

B. Income and investment

1. Effect on wages and salaries
2. Effect on rents
3. Effect on capital investment for new and replacement facilities or equipment
4. Effect on profits

C. Consumer expenditures

1. Effect on the prices of goods and services
2. Effect on consumption of goods and services

IV. SOCIAL CRITERIA

A. Housing Supply

1. Effect on existing housing stock

- Impact on the removal of housing by demolition or conversion
- Impact on housing quality
- Impact on the cost of housing and rent
- Impact on the cost of housing rehabilitation and maintenance

2. Effect on new housing stock

- Impact on the cost of new housing
 - Cost of land
 - Cost of site preparation
 - Cost of construction
- Impact on supply of new housing
 - Quantity of new units produced
 - Proximity to employment opportunities

B. Physical Mobility

1. Impact on public transportation

- Cost
- Time
- Convenience
- Purpose of trip

2. Impact on private transportation

- Cost
- Time
- Convenience
- Purpose of trip

C. Health and Safety

1. Effect on site hazards

- Impact on seismic safety and risk
- Impact on flood plain safety and flood risk

2. Effect on transportation conflicts

3. Effect on public health

D. Sense of Community

1. Effect on community character
2. Effect on community stability

E. Equity

1. Impact on individual opportunity and lifestyle
2. Impact on special population groups
 - Aged
 - Youth
 - Ethnic Minorities
 - Women
 - Low-income
 - Handicapped people
 - Individuals with special employment problems

F. Urban Patterns

1. Location of development
2. Density of development
3. Type of development
4. Timing of development

3. GUIDELINES FOR THE USE OF SERIES 3 PROJECTIONS

I. What Are the Series 3 Projections?

The Series 3 projections are the third in a series produced by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) since 1970. They estimate the growth and distribution of population, housing, employment, and land use in the San Francisco Bay Region. The Series 3 projections are presented for the nine county region, through the year 2000 at both the regional and subarea level. They are available for each five year projection interval from 1975 to 2000.

The Series 3 Projections constitute a comprehensive set of regional growth estimates and are approved by ABAG's Regional Planning Committee (RPC) for use in all ABAG regional planning programs. They are also recommended by the RPC for use in other multi-jurisdictional planning programs and projects. The subregional projections account for the land development and service policies of local jurisdictions regionwide, but are not represented to be the policy of any given local jurisdiction. They were developed in cooperation with cities, counties, and special districts and with the advice of a projections technical advisory committee. However, ABAG accepts responsibility for the projections. They have undergone one year of review and comment, including workshops within each county.

The Series 3 Projections cover a range of future conditions. The two sets of projections are termed "Base Case 1" and "Base Case 2." Base Case 1 represents a higher plausible growth future, while Base Case 2 represents an equally probable lower growth future. The projection range accounts for uncertainties in demographic and economic trends.

Before using the projections, the user should be aware of their underlying assumptions and limitations. As they are used at a smaller and smaller geographic scale, they become less reliable representations of localized conditions, and may need to be supplemented with new information.

Users are strongly encouraged to consult with ABAG and appropriate local agencies before applying the projections, particularly for grant allocations.

II. What Is the Purpose of the Guidelines?

- A. To describe the general assumptions which underlie Series 3.
- B. To indicate limitations of the projections.
- C. To describe the use of the projections in regional planning programs.
- D. To explain the procedure for incorporating and disseminating new information which affects the projections.

III. Guidelines for the Use of the Series 3 Projections

A. General Assumptions that Underlie Series 3:

1. At the regional level, alternative sets of plausible assumptions are made regarding national and regional demographic and economic trends.
2. Transportation assumptions about future highway and transit facilities are based on the Metropolitan Transportation Commission's Regional Transportation Plan.
3. At the subregional level, the projections account for the local land development and service provision policies of cities, counties and special districts in 1975.
4. The projections assume the 1975 local policies as interpreted by ABAG and county staffs in the ABAG Local Development Policy Survey. Users should note that changes in policy, or their interpretation, will be accommodated as new information becomes available (see Section IIID).
5. Rather than being a summation of local area projections, Series 3 reflects the interplay of economic and population growth among local jurisdictions regionwide.

B. Limitations for use of Series 3 Projections

Agencies or individuals using the Series 3 Projections in work programs or projects outside the context of ABAG's regional programs or ABAG's inter-agency joint work programs should be aware of limitations to such use. ABAG should be consulted regarding consistency of methods used in the application, or new information affecting the projections.

Specific limitations that should be recognized by all independent users of the Series 3 Projections are:

1. The projections are not policy targets or goals. They should not be interpreted as a recommendation for a particular level or distribution of urban development. They are intended to provide information concerning a range of future conditions that is likely to result from current policies and anticipated future regional growth.
2. As projections are extended further into the future, the possibility of divergence from known trends and current policies is greater.
3. As the projections are applied at a smaller and smaller geographic scale, they become less reliable representations of localized conditions. ABAG and city or county planning departments should be consulted about localized conditions which may affect the projections for sub-county areas.
4. As significant changes in trends or policies occur, the projections will be updated. Individual users of the projections can benefit themselves and other users by informing ABAG of significant new information arising from their own review or application of the Series 3 Projections.

C. The Role of Projections in Regional Planning Programs

1. Series 3 constitutes a comprehensive set of projections now used in all of ABAG's regional planning programs, joint studies and review of plans and projects. ABAG's Regional Planning Committee is responsible for reviewing and approving the use of these projections and overseeing their consistent application.
2. All other agencies engaged in regional planning or development projects of regional scale should consider Series 3 to be the most current and consistent projections available for the region. Organizations intending to coordinate their planning programs with the growth and development assumptions underlying regional plans for transportation, housing, health, water quality, air quality, and solid waste should seek ABAG assistance in the use of the Series 3 projections.
3. The projections provide a range of future growth of urban activities. Neither the higher (Base Case 1) nor the lower (Base Case 2) part of the range is endorsed *a priori*. Specific applications depend on the issues involved and other regional and local policies in effect.
4. The projections alone are not policy targets or goals. They are used to identify regional problems, needs, and issues and to formulate and evaluate regional policies.

D. Incorporating New Information Which Affects the Projections

It is recognized that for specialized regional or subregional applications new information which affects the projections may be appropriate, particularly if significant policies or trends have changed or corrections in the data base are needed. The following procedure, which is intended to maintain case by case flexibility, is applicable:

1. Role of the ABAG Regional Planning Committee

The ABAG Regional Planning Committee (RPC) will oversee the use of the Series 3 Projections in all regional planning programs. This role includes the consideration of new information arising from experience by users of Series 3 in their application of the projections which may have significant effect on other uses of the Series 3 projections.

RPC will consider such new information on a regular basis to determine:

- o whether such information is of significance to the specialized application of the projections in a limited subregional area only;

- o whether such information may have immediate significance for other uses of the projections in a limited subregional area;
- o whether such information has regionwide significance and is appropriate to the next regular regionwide update of the projections.

2. Regionwide Consistency

To maintain consistency across all regional planning programs and projects, the total regional range of projections will be maintained until the next regular regionwide update.

3. Subregional Applications

The current Series 3 Projections will be used at the subregional level in regional planning programs. However, it is recognized that the smaller the geographic level of application the more specialized local information may be needed to supplement the projections and the assumptions behind them. When new or additional information is available, related to the projections and assumptions, ABAG will consult with appropriate agencies and make the necessary modifications under the guidance of RPC.

4. Dissemination of New Information to Users of the Series 3 Projections

ABAG will establish a program to make new information available to users of the Series 3 Projections on a regular basis. The projections will be reviewed at least once a year to assess the need for a regionwide update. Updating of the projections will be scheduled consistent with ABAG's annual Regional Plan amendment process.

5. Assistance to Users of the Series 3 Projections

All users of the Series 3 Projections are urged to seek ABAG assistance in their application of the Series 3 Projections. Such ABAG assistance will have two primary objectives:

- a. Determine that the user's technical methods in applying the projections are consistent with the assumptions underlying the projections and with other applications within the region.
- b. Make the user aware of new information affecting the projections.

4. PLAN AND PROJECT REVIEW PROCEDURES

INTRODUCTION

Since ABAG reviews are advisory, actions which ABAG recommends as necessary for the implementation of its regional plan and policies depend upon subsequent action by Federal, State, regional and local agencies empowered to approve grants, issue permits, and exercise the powers of general purpose units of government (e.g., zoning, subdivision approval).

The recommendations which ABAG makes to these agencies are arrived at through its review of regionally significant plans, programs, or projects carried out by other agencies. The statements of Regional Issues/Opportunities for the fifteen subregional planning areas in Chapter Six serve as statements of regional significance which are utilized by ABAG's plan and project review staff. These statements discuss how the various regional policy (e.g., housing, transportation, environmental quality) concerns relate to each planning area and where measures to implement one policy may potentially conflict with efforts to implement other policies. As a project or plan received by the clearinghouse is seen to affect the resolution of regional issues, it is deemed to be of regional significance. This decision is based on a substantive review of documentation submitted with the project or plan and technical material available in-house. Whether or not a review is actually undertaken is based on an assessment of the importance of the issues and the availability of staff resources. Review commentary is normally provided only for those projects and plans where the relationship to regional policies is overt and where staff decides the need to respond is pressing.

The determination of regional significance occurs in all reviews. After this occurs, review procedures vary significantly as described below. This variance can be explained as a function of procedures and deadlines imposed externally through administrative guidelines and regulations (e.g., OMB Circular A-95, CEQA guidelines issued by the State Resources Agency). The remaining part of this section describes procedures as they relate to the four major types of reviews which occur.

1. A-95 Reviews - These procedures apply to the majority of reviews and procedures and will be explained in-depth on the following pages.
2. (Non-A-95) Projects of Regional Significance - These procedures were adopted in January, 1975 by the ABAG Executive Board. Reviews occur infrequently since their use is limited to projects and plans where ABAG involvement is deemed essential by ABAG policy makers.

3. DEIR Reviews* - DEIRs are reviewed in two ways. First, as informational documents which accompany A-95 applications, plans or projects of regional significance (Non-A-95). Secondly, ABAG staff reviews DEIRs for projects which are not subject to other review procedures. These reviews assess the adequacy of EIRs in discussing issues of regional significance. As staff comments, these reviews do not express an official ABAG position or policy on the project in question. They are valuable for other reasons as described subsequently.
4. DEIS Reviews - Like DEIR reviews, substantive comments assess the adequacy of the DEIS in discussing impacts of regional significance.**
5. Plan Reviews - ABAG reviews state plans and the plans of other regional agencies pursuant to the A-95 review process. Local plans and local plan DEIRs can also be reviewed.

The following describes A-95 reviews in more detail.

I. A-95 Review Procedures

A-95 refers to Circular A-95 issued by the President's Office of Management and Budget (OMB). The Circular implements legislation directing the President to "establish rules and regulations governing the formulation, evaluation and review of Federal programs and projects having a significant impact on area and community development." In addition, the Circular is designed to assist the implementation of the National Environmental Policy Act of 1969 and the Civil Rights Act of 1964.

The Circular acts as a guide to Federal agencies. Its procedures and requirements are intended to ensure that federal activities--whether through grants or through actions directly undertaken by federal agencies--do not conflict with the development objectives of other levels of government. Owing to the importance the Circular places on inter-governmental cooperation and the number and complexity of federal programs, OMB has assigned the administration of the Circular's procedures to State and metropolitan "clearing-houses." ABAG has been designated by OMB as the metropolitan clearinghouse for the nine-county Bay Area.

* Pursuant to the California Environmental Quality Act (CEQA), local, regional and State agencies are obligated to prepare and certify EIRs for a broad range of projects and plans which may affect the environment.

**DEISs are prepared by Federal agencies for projects which they approve or fund pursuant to the National Environmental Protection Act (NEPA).

A. Structure of the Circular

There are four parts to A-95:

Part I, the "Prior Notification and Review System" (PNRS), has received the most attention and is the origin of most clearing-house activity. It provides for State, regional, and local agency review of applications for federal grants. The ABAG procedures which follow carry out the requirements of this part of the Circular.

Part II addresses actions directly undertaken by Federal agencies. It requires Federal agencies to consult with State and local agencies affected by such actions.

Part III, "State plans" provides for the Governor's review of State plans required under certain Federal formula grant programs.

Part IV is directed to the coordination of planning in multijurisdictional areas. Its requirements are intended to eliminate overlaps, duplication, and competition in areawide planning activities assisted or required under Federal programs.

B. The Project Notification & Review System (PNRS)

The PNRS system applies exclusively to applications for Federal grants (Part I), and the procedures which the system establishes for consultation and review apply during the period the application is developed; that is, before it is formally submitted to the Federal funding agency.

Although it is limited to Federal funding activities, PNRS applies to a wide and diverse range of projects and proposals undertaken by governmental agencies in the region. Projects funded under PNRS serve many purposes: buying land for parks and open space, constructing sewage treatment plants or court buildings, establishing drug abuse programs or purchasing buses. The following chart exemplifies the increased volume of A-95 reviews which ABAG processed in the past few years:

<u>Calendar Year</u>	<u># of Programs Covered</u>	<u>Total Projects</u>	<u>Federal Funds Requested</u>
1974	150	665	\$472 M
1975	157	1010	\$576 M
1976	200	1542	\$854 M

Many different Federal agencies are responsible for making these funding decisions and they tend to make them according to their own objectives, regulations, and guidelines without knowing whether

the decisions duplicate or conflict with the decisions of other Federal agencies, and often without knowing how the project contributes to the overall development of the communities affected.

The Project Notification and Review System is intended to offset these difficulties. Under the system, all applications, or at least a summary of them, pass through one central point of coordination--the Clearinghouse--before they are forwarded to the various Federal agencies which administer grant programs. Given this advance notice, it is the Clearinghouse's responsibility to alert local agencies and organizations that a proposal which may affect their interests will be under consideration for Federal support. If these affected agencies find they have difficulty with the proposal, it is the second responsibility of the Clearinghouse to ensure that these agencies have an opportunity to consult with the applicant, and, if necessary, present their views to the Federal funding agency, before it makes its funding decision.

Because the Clearinghouse is the central point of coordination and is provided with an overview of applications for Federal funds, it is also given the opportunity under PNRS for review.

One of the obvious purposes of such review lies in alerting a particular Federal agency that a decision to fund a project may duplicate or conflict with funding decisions of another Federal agency. Further, in that the Clearinghouse function is specifically authorized for areawide planning organizations, like ABAG, the Clearinghouse also advises Federal agencies whether or not the project will contribute to development objectives for the region.

C. Overview of the PNRS System

Seen in total, the Federal grant-in-aid system is very complex. There are upward to a thousand different programs, and their requirements usually all vary from one another. As a consequence, applications develop over different time periods, some can be prepared and submitted in a matter of months, others can take a year or more. The PNRS procedures are designed to be adaptive to these differences; they do not impose a particular schedule on an applicant. As will be made evident below, the time period which may be set aside for A-95 review is extremely short, particularly if the applicant follows the procedures carefully.

PNRS is a two-stage process. The first stage is known as the notification period; stage two is review. For most applications, A-95 clearance is given at the end of the notification stage. There are two procedures to the notification stage:

1. When an applicant-to-be decides to seek Federal assistance for a project, the applicant sends a notice of intent to the State and the Metropolitan Clearinghouse (ABAG). The "early warning" provides the Clearinghouse with a summary description of the proposed project. Using the notice-of-intent form, clearinghouses then alert agencies which may be affected by the project, advising them of their opportunity to comment.
2. Within 30 days of receiving notice (during which the applicant proceeds with development of the application) the clearinghouse must indicate to the applicant whether or not there are any issues raised by the proposal. If there are, the clearinghouse makes arrangements for negotiating their resolution. If there are no issues, the clearinghouse "signs off," completing the A-95 process. The applicant is then free to submit the application to the Federal funding agency whenever the proposal is ready.

Step 2 - review:

If issues and problems identified by the Clearinghouse have not been resolved, the Clearinghouse may have an additional 30 days to review the application. This second thirty-day period is taken after the application is completed and before it is submitted to the Federal funding agency. It is important to recognize (because it has been a common source of misunderstanding) that, given the length of time needed to prepare most Federal applications, this second thirty-day period does not usually follow right after the thirty-day notification period. This is commonly misunderstood.*

On the completion of review, the Clearinghouse supplies its comments (and those of affected agencies and citizen groups, if any) to the applicant. The applicant must forward these comments to the Federal agency as part of the application.

*The two thirty-day review periods apply to all A-95 reviews except (i) Housing/Community Development Block Grant applications for which there is one forty-five day review period (ii) Housing and EDA public works grants for which there is one thirty-day review period.

II. Non-A-95 Projects of Regional Significance

The review procedures as adopted by Executive Board are included in Appendix A. In summary, a hearing panel of RPC members first takes testimony in a public meeting as to whether the project is regionally significant. The panel then recommends whether or not to undertake a full review and this recommendation is acted on by both RPC and then the Executive Board. If the project is deemed significant by Executive Board, staff undertakes a full review. The review is presented to RPC which holds a public meeting to determine whether or not the project conflicts with regional policy. RPC either accepts, modifies, or changes the staff recommendation which is forwarded to Executive Board for final action.

In contrast to A-95 reviews which always occur late in the development process (after plan amendments are adopted, property rezoned, EIRs prepared and certified, etc.), this review process allows ABAG to review projects whenever this review procedure is initiated.

ABAG Project Notification and Review Procedures

1. NOTIFICATION

- Step 1. A potential applicant wanting Federal assistance should contact the Federal agency to check on eligibility and the availability of funds.
- Step 2. The potential applicant decides to proceed with the development of an application. As soon as this decision is made, the applicant should notify both ABAG, as Metropolitan Clearinghouse, and the Office of Planning and Research, as State Clearinghouse, employing standard form 424. (An example of SF424 and instructions for its use is shown on Page 14.)
- Step 3. The thirty-day period for notification starts when the Clearinghouse receives SF424 from the applicant. In California, SF424 is also used as the cover sheet for Federal applications. Federal officials will not accept an application unless SF424 bears the signature of the Clearinghouse official.

Who notifies whom:

The State Clearinghouse notifies State agencies that might have programs affected by the proposed project. These include State agencies responsible for enforcing civil rights laws. ABAG notifies local government agencies that might be affected by the proposed project, also where appropriate, local and regional environmental agencies and public agencies that implement and enforce civil rights laws.

- Step 4. Affected agencies notified by the Clearinghouse, if they are interested in commenting, must alert the clearinghouse of their interest before the expiration of the 30-day notification period if they wish to comment. This is because of the clearinghouse's obligations to the potential applicant, described in the next step.

It is important to note that affected agencies do not have to provide their comments in this period. What they must do, however, is alert the clearinghouse of their interest.

- Step 5. Completes the notification period. At the end of this 30-day period the clearinghouse must advise the applicant:

5.1 whether there are questions concerning the application raised by affected agencies which require further consultation.

5.2 whether the clearinghouse itself wishes to review the application.

If neither 5.1 nor 5.2 apply, the clearinghouse official will sign off on Form CA-189. The applicant is then free to submit the application to the Federal funding agency whenever it is ready.

2. REVIEW

- Step 6. If 5.1 applies, but 5.2 does not, that is, if affected agencies have problems with the application but the clearinghouse itself does not wish to review it, the clearinghouse official will not sign off on SF424 until:

- (a) Interested agencies have had an opportunity to consult with the applicant. It is the obligation of the clearinghouse to arrange for such consultation and to attempt to resolve issues.
- (b) Interested agencies have had an opportunity to submit their comments on the application to the clearinghouse. Because different applications develop over different time periods, and because it is usually in the applicant's interests to resolve as many issues as possible before the application is submitted to the Federal funding agency, there is no fixed period set aside for the completion of Step 6. Nevertheless, in that it is a guiding principle of the clearinghouse that applications not be unduly delayed, the clearinghouse official will attempt to complete Step 6 before the applicant expects to submit the application to the Federal agency.

Step 7. On the completion of Step 6(a) and, if necessary, 6(b), the clearinghouse official will sign off on SF424 and forward any comments received from interested agencies to the applicant. These comments, and the applicant's response to them, must be forwarded to the Federal funding agency as part of the application.

3. CLEARINGHOUSE REVIEW

Step 8. Before the notification period expires (see Step 5) the clearinghouse must decide whether or not to review the application. ABAG reviews applications when they are found to be of regional significance. Whether or not a project is regionally significant depends on whether implementation will affect (either positively or negatively) ABAG policy as approved by Executive Board or the General Assembly. Executive Board indicates which projects are of local significance, and after this occurs (within 30 days) the A-95 process will then be complete, as under Step 5, or subject to the procedures of Step 6.

If an application is determined to be of regional significance, the clearinghouse official will notify the applicant that ABAG wishes to comment on the application.

(Note: In most cases, when both the Clearinghouse and affected agencies wish to comment on the application, Steps 6 and 7, and Steps 9-13 are undertaken currently.)

Step 9. ABAG, as clearinghouse, may have up to thirty days in which to prepare its comments and recommendations. This additional 30-day period is taken after the application is completed (that is, when it's ready to be submitted to the Federal agency) and before it is forwarded to the Federal funding agency.

The applicant is to submit the full application; that is, with supporting materials including whatever documents of environmental impact assessment required by the Federal funding agency, to the clearinghouse. This transmittal is to be made over the signature of the agency official authorized to submit the application to the Federal agency.

Step 10. Recommendations concerning the application are prepared by ABAG staff. They require the approval of the Executive Board of ABAG. Staff recommendations are forwarded to the applicant and any affected agency which has commented on the application at the same time the recommendations are forwarded to members of the Executive Board. Normally, recommendations accompany the Executive Board agenda and materials mailed 10 days prior to Board meetings held regularly on the third Thursday of each month.

- Step 11. Recommendations of staff are presented to the Executive Board for its approval. The applicant, and any interested party, may address the Executive Board concerning these recommendations.
- Step 12. On the approval of the Executive Board, the recommendations are forwarded to the applicant together with SF424 signed by the Clearinghouse official.
- Step 13. Clearinghouse comments, together with those of other affected agencies which have supplied comments to the clearinghouse, and bearing the applicant's response to them, are forwarded as part of the application to the Federal funding agency.

III. DEIR Reviews

DEIRs are reviewed from two perspectives: (i) as a technical/informational resource when submitted for grant applications submitted pursuant to A-95, and (ii) ABAG reviews DEIRs for regionally significant projects and plans which are not subject to A-95. In the latter case ABAG staff comments on DEIRs are submitted to local governments in the form of staff-to-staff letters, signed by the Planning Director or Assistant Planning Director.

In the review of DEIRs, apart from A-95, staff assesses the adequacy of the document in addressing impacts of regional significance. Although the focus is adequacy, EIR reviews only when the project is perceived to affect regional policy concerns. EIRs are not reviewed as an academic exercise simply to evaluate the quality of DEIRs.

In generating DEIR comments, ABAG's comments are treated the same as comments from other public agencies. The lead agency, which prepares the EIR, is obligated to include a response to the questions and issues raised as part of the final EIR. Under the current CEQA guidelines (issued by the State Resources Agency) the commenting agency (ABAG) ought to document or substantiate the importance of its comments on the project in question, hence reviewers ought to use technical data to substantiate that an impact, which is not discussed in the DEIR, is likely to occur.

The timing for DEIR reviews varies since local agencies have the discretion to establish their own timetables for review. Generally, review periods vary from 15 to 60 days. When DEIRs are circulated to ABAG staff by the Clearinghouse, the informational sheet filled out by the Clearinghouse includes the date when DEIR comments are due.

IV. Plan Reviews

General Plans are the backdrop for subsequent reviews (annexations, zoning changes, subdivision applications, etc.) by the lead agency and other agencies. Considerable time and resources of local staff and policy bodies are expended developing and securing adoption of general plans. The legal status of general plans seems to be gaining increased importance, e.g., local zoning must be consistent with general plans, amendments are permitted only three times each year. In light of the considerable citizen participation that has become a corollary to general plan adoption, ABAG commentary on general plans is likely to be perceived as more opportune, less obstructionist than commentary on projects (through A-95) which would implement committed plans. From ABAG's standpoint, substantive plan review makes easier the later job, project reviews (A-95, H&CD applications, EIRs and EISs).

Over the past years, ABAG has reviewed very few local general plans and plan elements. Assuming the availability of staff resources, the frequency of these reviews could increase. The only instance where a plan and plan elements were the subject of a specific evaluation of the plan's relationship to regional policies was the Livermore General Plan, and this review was requested by the Alameda County Board of Supervisors under procedures for Non-A-95 Reviews. Staff has reviewed DEIRs for local general plans, but in reviewing a plan DEIR staff addresses the adequacy of the DEIR in discussing regional issues. DEIR reviews do not expressly evaluate whether a local plan is consistent with regional policy. As either local plans or local plan DEIRs are reviewed in the future it seems preferable to review both general plans and plan elements in tandem.

Internally, technical work on plan reviews should be undertaken in terms of the 5 questions of growth. It is understood that growth includes residential, commercial, and industrial uses as well as an evaluation of the public services necessary to support the growth. The five questions are as follows:

- 1) How much growth is proposed (amount)?
- 2) Where (location)?
- 3) When and at what rate will it occur (timing)?
- 4) What type of growth will occur (type)?
- 5) Who will benefit from growth (beneficiary)?

PROCEDURES FOR THE REVIEW OF PROJECTS OF REGIONAL SIGNIFICANCE

Basic Provisions:

1. None of the following provisions or procedures is to apply to projects subject to the coverage of OMB Circular A-95 unless expressly so directed by the Executive Board.
2. The following procedures are effective January 1, 1975.
3. The Executive Board delegates to the Regional Planning Committee review of projects which involve potential conflicts or violations of the Regional Plan or its adopted elements.
4. The Executive Board authorizes the Regional Planning Committee to appoint a Review Panel of three or five of its members to determine whether or not a review of a project will be undertaken. The RPC may decide to review a project without convening a Review Panel. It is the purpose of the Panel's meeting process to provide a forum through which information concerning the project's areawide impact and consistency with regional goals and policies may be received.
5. The Executive Board retains final approval over decisions of the Review Panel and over recommendations of the Regional Planning Committee both with respect to its decisions to undertake a review and its recommendations resulting from the review of a project.
6. The Executive Board retains final approval over all review procedural questions.
7. The Executive Board retains final authority in determining what is and is not "of regional significance."

Procedures:

1. A project may be brought before the Regional Planning Committee for its review:
 - (a) at the request of a member general purpose unit of government;
 - (b) through referral by the Executive Board or by any standing committee of ABAG;
 - (c) by staff request.
2. The RPC, by majority vote, may elect to appoint a Review Panel of three or five of its members to determine whether or not a review should be undertaken. In the event the RPC does not elect to appoint a Review Panel, the Committee itself shall determine whether or not it will conduct a review of the project.
3. The Chairman of the Regional Planning Committee will appoint the Review Panel members and their replacements. At least a majority of the members of the Review Panel must be locally elected officials. The remainder may be advisory members of the RPC. None of the Review Panel members may be from jurisdictions potentially affected by the project.
4. Once the Review Panel has been appointed, it will establish the time, date, and location of the public meeting and allow twenty (20) days for notification of all affected parties.
5. On completion of the public meeting, the record will remain open for ten (10) days for receipt of written information.

6. On the completion of the meeting process, the Review Panel will determine whether or not a review of the proposal should be undertaken by the Regional Planning Committee. The Review Panel may recommend a review of the proposal if it finds:
 - (a) the proposal to be of regional significance;
 - (b) and, that the proposal may be in conflict with the policies and objectives of the Regional Plan or its sub-elements.
7. Notification of the Review Panel's decision will be sent to all parties requesting it. A copy of the Review Panel report to the Executive Board will be mailed to:
 - (a) the jurisdiction in which the project is located;
 - (b) the jurisdiction or jurisdictions which requested the review if other than the jurisdiction in which the project is located;
 - (c) the primary sponsor of the project.Notification and the forwarding of the Review Panel's report will be made at least ten (10) days prior to the date of the Executive Board meeting at which the report from the Review Panel will be received.
8.
 - (a) The decision of the Executive Board shall be to ratify or not to ratify the recommendation of the Review Panel. The Executive Board will base its decision on the Review Panel report and record, and will hear no new information. The Board may, however, consider appeals that the Review Panel's proceedings were improperly conducted, and it may direct the Review Panel to reopen the public meeting.
 - (b) As ratified by the Executive Board, the Review Panel's decision is binding on the RPC.
9. The Regional Planning Committee will direct the review of the project which ordinarily will be undertaken by ABAG staff. However, under the terms of various memoranda of agreement, part or all of the recommendations may be prepared by staff of other agencies.
10.
 - (a) All recommendations will be heard by the Regional Planning Committee and forwarded to the Executive Board for approval.
 - (b) All affected parties, these being parties which requested a notification of the Review Panel's decision, will receive copies of project review reports in the normal course of agency mailout to members of the RPC and Executive Board.

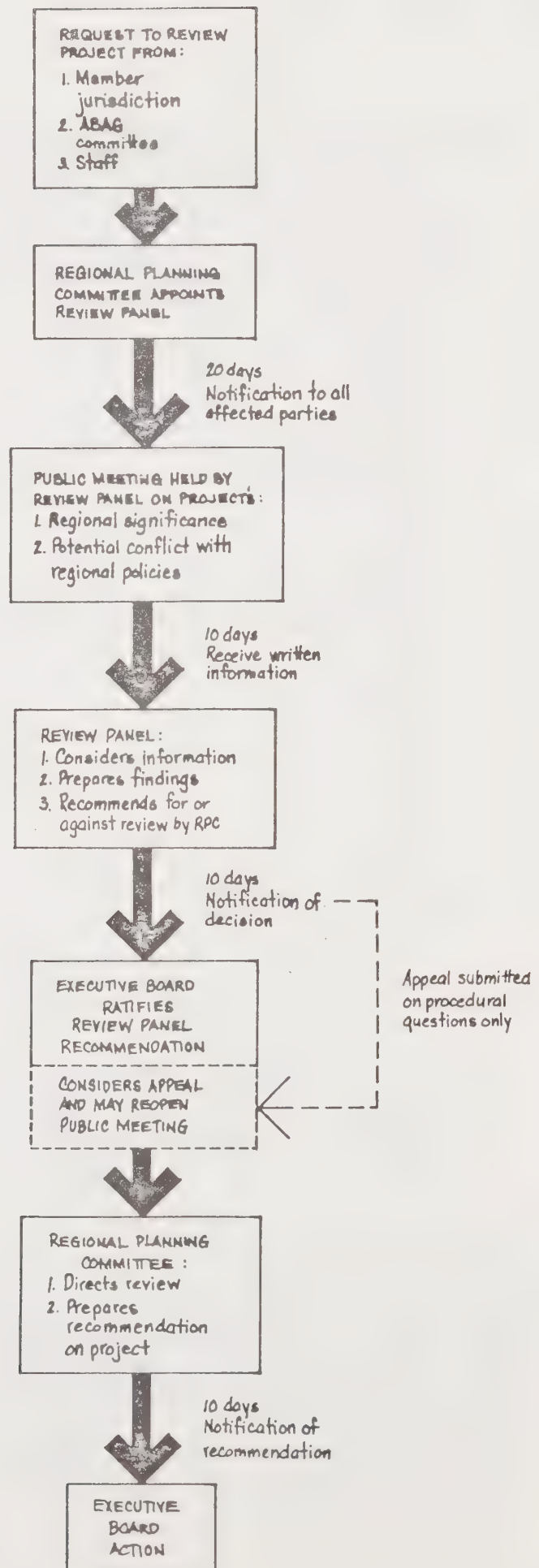
Comment: A-95 Reviews:

The Executive Board may find that an A-95 project substantially affects the implementation of regional planning objectives and may direct the RPC to review it. Such a directive is binding on the RPC, and would not necessarily require action by the Review Panel. However, the RPC may use the Review Panel as a means of receiving information from affected parties.

PROCEDURES FOR THE REVIEW OF PROJECTS OF REGIONAL SIGNIFICANCE

NOTE:

This diagram is for illustrative purposes only and has not been adopted as part of the procedure.



5. INTERGOVERNMENTAL COORDINATION

Procedures and Mechanisms

Because of the large number of agencies with single-purpose responsibilities in the Bay Area, ABAG uses a variety of formal and informal procedures and mechanisms to assure coordination between its comprehensive planning program and the functional programs of single-purpose agencies. The Memorandum of Agreement is the major formal mechanism that ABAG uses. The basic provisions of these memoranda, executed pursuant to OMB Circular A-95 (Part IV), include use of a common data base (ABAG's projections of population, housing, employment, land use) and common impact assessment criteria. ABAG has agreements and arrangements with the following functional agencies.

Transportation

A Memorandum of Understanding with the Metropolitan Transportation Commission (MTC) and the California Department of Transportation (Caltrans). The three agencies coordinate comprehensive and transportation planning in the region through a joint planning program; ABAG approves the Regional Transportation Plan of MTC as the Transportation element of the Regional Plan. Regional and local land use planning is coordinated with transportation planning in the Santa Clara Valley Corridor Evaluation. The study is conducted by a joint staff team, working closely with staff from Santa Clara County and its cities, under the guidance of a Joint Policy Committee of ABAG and MTC. Coordination also takes place between the Corridor Study and the county-wide surface runoff management plan being prepared by the County as part of ABAG's Environmental Management Program (208).

Environmental Management

- A Memorandum of Agreement with the Bay Area Air Pollution Control District (BAAPCD). Because of the number of agencies with authority to implement air pollution controls, the preparation of the EPA-funded Air Quality Maintenance Plan (AQMP) requires close coordination with Federal, State, regional and local agencies. A formal joint ABAG-MTC-BAAPCD-ARB (California Air Resources Board) technical staff has developed transportation controls for the AQMP. Cities and counties are represented on the Technical Advisory Committee (TAC) that has worked with ABAG staff during plan preparation.

● A Memorandum of Agreement with the East Bay Municipal Utility District (EBMUD) as the lead agency for a consortium of major wastewater dischargers, for coordination of the Wastewater Solids Management Planning Program (Sec. 201, FWPCA) with the solid waste planning program of ABAG's Environmental Management Plan (208). Technical staff from the two agencies participate in each other's technical advisory committees. State Water Resources Control Board (SWRCB) and Regional Water Quality Control Board (RWQCB) staff are members of both technical advisory committees. Local solid waste planning staff and the State Solid Waste Management Board (SWMB) are also represented on ABAG's solid waste advisory committee. ABAG is represented on the SWMB's Policy Advisory Committee for the Bay Area Solid Waste Management Project.

● Formal arrangements with the SWRCB and RWQCB provide for technical staff representation in the water quality management planning programs of ABAG's Environmental Management Program (EMP). These include plans for surface runoff, municipal and industrial discharges and miscellaneous sources. Eight of the nine Bay Area counties received pass-through funds to prepare countywide surface runoff plans and participate in coordination of surface runoff plans with other components of the EMP. A Lead Agency Coordinating Committee of county representatives met regularly throughout the EMP process. As part of the lead agency participation in the program, the counties worked with ABAG staff in the local policy collection that provided the basic assumptions for the Series 3 Projections, and are coordinating county public participation programs with the regionwide program of the Environmental Management Task Force (EMTF).

● A Memorandum of Agreement with the Bay Conservation and Development Commission (BCDC) for coordination of ABAG's regionwide comprehensive planning with BCDC's responsibilities for regulating development of the San Francisco Bay shoreline.

● Negotiations are underway for an agreement with the State Coastal Commission for coordination of local and regional coastal zone management programs with ABAG's regionwide comprehensive planning program.

● ABAG participated in a study of the East Bay ridgelands with the Bureau of Outdoor Recreation, East Bay Regional Park District, and the Counties of Alameda, Contra Costa and Santa Clara.

● ABAG's Regional Forestry Program has made consulting services of the U. S. Forest Service and the California Department of Forestry available to local governments.

Human Resources

- Memoranda of Agreement with Health Systems Agencies (HSA): East Bay (Alameda and Contra Costa Counties); North Bay (Napa, Solano and Sonoma Counties); West Bay (San Mateo, San Francisco and Marin Counties); and Santa Clara County (single county HSA). The agreements provide for coordination for health planning, review of health programs and medical facilities, provision of technical assistance and social/demographic data for improved health planning.
- Memoranda of Agreement with the six Criminal Justice Planning Boards provide for coordination of planning activities.
- Negotiations have begun for agreements with the four Areawide Agencies on Aging for coordination of planning activities.
- ABAG coordinates Emergency Medical Services (EMS) Planning of the four EMS Councils (corresponding to the HSA jurisdictions).

The major procedure for coordination is the A-95 Plan and Project Review function. The Notification and Review and Comment process facilitates coordination of planning among local governments, between local and regional planning, between regional comprehensive and functional planning, between areawide planning and Federal development projects, and among State, regional and local functional and land use planning (A-95, Part III).

Policy-Level Coordination

1. ABAG appointees sit on the Metropolitan Transportation Commission (and on the Joint Policy Committee, the Regional Airport and Seaport Planning Committees), BCDC, the two Regional Coastal Commissions, Golden Gate National Recreation Area.
2. ABAG standing committee: Regional Delegates Forum, composed of appointees in (1), above.
3. The Regional Water Quality Control Board appoints an advisory member to ABAG's Executive Board and Regional Planning Committee.
4. The Environmental Management Task Force (policy advisory committee for the Environmental Management Plan (208)) included representatives from MTC, BAAPCD, RWQCB, BCDC, the two Coastal Commissions, and CBMUD, as well as elected officials representing the eight member counties and the cities in all nine counties.
5. Joint meetings of ABAG's Citizen Services Committee and the EMTF's Public Participation Committee.
6. The Program Review Board for ABAG's Environmental Management Program consists of representatives from EPA, SWRCB, RWQCB, ARB, SWMB and the Governor's Office of Planning and Research.

6. CITIZEN PARTICIPATION

ABAG has the dual responsibilities of informing citizens of its plans and policies and of encouraging involvement of citizens in the development of those planning activities. As an integral part of the continuing operation of the Association, citizen participation is solicited at two levels: interaction with the policy boards and committees and education through the public information services of the Public Affairs Department. The goal of ABAG's citizen participation programs is to plan with--not for--Bay Area residents.

Citizen participation takes place in the following areas:

POLICY BOARDS AND COMMITTEES

- Standing Committees and Task Forces include members of community groups (e.g., Regional Planning Committee, Environmental Management Task Force).
- Public Discussions/Public Hearings are held for major issues being considered by ABAG policy committees (e.g., revisions to the Regional Plan, adoption of the housing plan, Joint Land Use/Transportation Corridor studies).
- There is an Open Agenda item in every ABAG public meeting, providing the opportunity for citizens to express their views during an Executive Board or standing committee session.

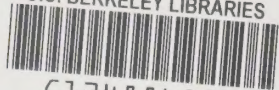
PUBLIC AFFAIRS PROGRAMS

- The Citizen Alliance Program encourages citizens to define problems and develop programs or projects which address their concerns. Projects are selected for ABAG staff and financial support by the Citizen Services Committee. Past projects have included: a major conference on critical decisions for the Bay, a film on air quality, a conference on housing, a publication on innovative work places, and a conference and publication on the effects of regional planning on minority communities.
- The Speakers Bureau makes ABAG policy makers or staff available as guest speakers to citizen groups.
- The Public Information Office informs citizens of ABAG and regional planning activities. Two basic objectives are:

To improve ABAG communications so that citizen input into ABAG decision making is timely and ABAG activities and policies are communicated to a truly regional audience.

To distribute popular versions of ABAG publications widely for greater public understanding and as a basis for encouraging inquiries and public contact with the agency.

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